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# TOURISM DEVELOPMENT IN ONTARIO NORTH OF 50° Volume Two TOURIST FACILITY DEVELOPMENT

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Prepared by  
W. M. Baker  
Tourism, Park and Recreation Consultant.

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the ROYAL COMMISSION on the  
NORTHERN ENVIRONMENT

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TOURISM DEVELOPMENT  
IN  
ONTARIO NORTH OF 50°

Volume Two  
**Tourist Facility Development**

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Tourism, Park and Recreation Consultant  
Scarborough, Ontario









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## Royal Commission on the Northern Environment

From the Office of  
the Commissioner

### PREFACE

#### Relationship of Tourism to the Commission's Mandate

The mandate of the Royal Commission on the Northern Environment directs me to make recommendations concerning both the manner in which the development of major enterprises takes place in Ontario North of 50° and the means whereby decisions to undertake such enterprises are reached. Hence this Commission's program has been governed by my two overriding concerns. One is to find ways of ensuring that development, when it occurs, proceeds in an orderly fashion, working in concert with and not at the expense of the environment. The other is to explore various means of ensuring that northerners are involved effectively in decision-making on issues that affect them.

I regard tourism as a major enterprise having far-reaching implications for social and economic development, resource allocation and management, and environmental protection in all parts of Ontario North of 50°. And, for several reasons, I consider it to be a particularly appropriate enterprise for native people living in communities beyond the reach of the present network of all-season roads. The tourism sector clearly offers attractive opportunities for new development in the far north, with prospects for generating substantial income and employment for the people living there as well as benefits to the province as a whole. Tourist activities consume resources but need not deplete the basic stock of renewable biological resources on which they mainly depend provided that these resources are managed according to sound sustained-yield practices. Moreover, I am convinced that implementation of multiple-use resource allocation and management principles would permit tourist operations to co-exist over the long term with traditional, community-based trapping, hunting and fishing activities.

Native people and others living in Ontario North of 50° are understandably apprehensive that tourism could develop without adequate sensitivity to their circumstances and interests — that most of the economic benefits would leak outside the region while the adverse social and cultural impacts would be borne within it.





This must not happen, and need not. I believe that the kind of development that does occur must take advantage of the residents' existing economic and cultural relationships with their natural environment, secure a flow of benefits into their communities, and involve them fully in all aspects of planning, decision-making and facility operation.

### Objectives and Scope of the Study

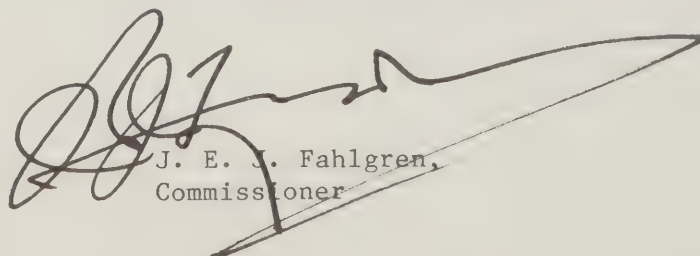
The Commission undertook this study of tourism prospects for Ontario North of 50° in order to obtain an assessment of the opportunities available, a set of realistic alternatives for tourism development, and a view of tourism's place in the spectrum of competing demands for the region's natural resources.

Since specialized wilderness resource-based tourism, encompassing hunting, angling, camping and travel, is clearly the most appropriate type for the greater part of Ontario North of 50°, the Commission's terms of reference for the study accorded it priority. Issues of general tourism and outdoor recreation were to be dealt with also, but only to the extent that they are manifest north of 50° or are likely to impinge on wilderness tourism there.

### Implications for Further Action

The production of a development plan for the tourism sector is sorely needed but beyond the scope of my Commission. However, I am pleased to find that the study has an essentially practical orientation that will help others to draw up proposals that can be implemented, since it evaluates alternative policies and strategies for the allocation and management of renewable and terrain resources, for tourist market exploitation, for investment in tourist facilities and maintenance and management of them, and for attainment of local income and employment impact.

This study forms a crucial part of this Commission's research. I am relying on its findings, as well as on public submissions on tourism matters, in formulating my final recommendations. The reports on various aspects of tourism development will undoubtedly prove useful to those having responsibilities for planning and decision-making in the tourism field and can serve as a major source of information for participation by interest groups and the public generally in the planning and decision-making processes.



J. E. J. Fahlgren,  
Commissioner

## ACKNOWLEDGEMENTS

The author wishes to acknowledge the guidance given by Ian Fraser, Director of Research for the Royal Commission on the Northern Environment, on matters of scope, approach, methodology and review. The Commission kindly arranged for the production of this report and the maps. The editorial contribution made by Faye Rodgers, Research Officer with the Commission, was invaluable.

This publication has been prepared for the Royal Commission on the Northern Environment. However, no opinions, positions or recommendations expressed herein should be attributed to the Commission: they are those solely of the author.



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## TOURIST FACILITY DEVELOPMENT



## INTRODUCTION

### TERMS OF REFERENCE AND SCOPE

This volume on *Tourist Facility Development* is one of a set of five presenting the results of the study of *Tourism Development in Ontario North of 50°* undertaken for the Royal Commission on the Northern Environment. The terms of reference for the study established three main objectives:

- 1) to assess the magnitude and socio-economic significance of development opportunities for wilderness-based tourism in the region;
- 2) to design a set of alternative policies and strategies to ensure that prospective local entrepreneurs are placed in a position to effectively exploit and benefit from these opportunities; and
- 3) to evaluate the future role of tourism within the context of increasing general development pressures and their associated economic, social and natural environmental consequences for people and resource uses in the region.

The terms of reference further stipulated that this study should focus primarily on wilderness-based tourism, while according treatment to resort and family oriented tourism and outdoor recreation only to the extent that they are manifest north of 50° or likely to impinge on wilderness tourism in the region. Moreover, the Commission considered wilderness tourism to be a particularly appropriate enterprise for native people occupying the greater part of Ontario North of 50°, that area lying beyond the reach of the present network of all-season roads. For these reasons, the primary focus of this volume is on the opportunities and constraints associated with the development of native-owned or native-operated facilities based on use of the wilderness resource potentials of the region.

### ORGANIZATION AND FORMAT

Four of the five volumes, including this one, present detailed technical information and evaluations for four components of the tourism field: the climatic resource foundations, the heritage resource foundations, transportation infrastructure, and tourist facility development. The fifth volume, *Issues and Policy Options*, summarizes the main issues confronting the development of tourism in Ontario North of 50° and identifies and evaluates the range of policy and strategy alternatives for resolving them. It represents a synthesis of the perspectives and insights gained during the course of the research.



The four detailed technical reports on components of the tourism field have a common four-part format. The first part, *Pattern*, describes and evaluates each component in relation to tourism development, adopting historic, current and future time perspectives as appropriate.

The second part, *Major Implications for Tourism Planning Development and Operation*, examines the implications of pattern in terms of opportunities and constraints facing government agencies, private entrepreneurs and researchers involved in investment and management planning and development and operational decision-making in the particular component of the tourism field under consideration.

The discussion in the third part, *Issues*, can serve as a basis for informed decision-making regarding the component and constitutes input for the volume on *Issues and Policy Options*.

The fourth part, *Support Documentation*, consists of three main sections. The first, *Related Agencies, Programs, and Information Output*, discusses the activities of agencies having functions related to the component and their interface with the tourism sector, and thereby provides useful information for those involved in the planning, development and operation of tourist facilities, particularly native communities and private entrepreneurs who may not be familiar with the research and decision-making structures of government for the component. The second, *Contacts Made in Course of Study*, lists the people who have contributed in an important way to this study and who may be useful to others in the future. The third, *References*, identifies the documents that were consulted during the course of the study.

PART ONE

PATTERN





## PART ONE

### PATTERN

#### ORGANIZATION

As a prelude to the detailed discussion of tourist facility patterns, attention is directed to a general classification of the tourist facilities in Ontario North of 50°. Some broad perspectives on the historical evolution of these facilities in the study area are then presented. Both discussions are intended primarily to provide background information and orientation.

Five major themes of tourist facility development and operation are then examined. Included are the geographic distribution and scale of the plant, marketing patterns, business performance, economic impacts and social impacts. Several aspects of major consequence in the setting of the focus of the work and the format for presentation require note.

With the exception of the treatment of social impacts, which is cursory in nature for reasons noted subsequently, the discussion of each theme opens with an evaluation of patterns across all northern Ontario. Attention is then shifted to the non-native owned and operated plant largely located in the highway- and road-accessible southwestern parts of Ontario North of 50°. Finally, the native owned and operated facilities are examined in detail. The broad geographic frame adopted in the initial treatment of the themes provides an appreciation of spatial relationships and the significance of the implications and issues in the more remote northern parts of the study area.

In the discussion of native owned and/or operated facilities, the goose camps in the Tidewater region are treated separately from sport fishing and hunting camps in the Shield portion of the study area. To a degree, this is a reflection of the availability of central data sources which are usually more extensive in the case of the former. To some extent, however, it is in response to basic differences in the nature of the operations, particularly in the length of their operating season.



## CLASSIFICATION AND EVOLUTION OF FACILITIES

### A GENERAL CLASSIFICATION OF THE ACCOMMODATION AND SPORT CAMP FACILITIES

As indicated in Chart 1, the many kinds of travel/tourist facilities in Ontario North of 50° may be grouped under three broad categories on the basis of their geographic focus. The clustering within the larger urban centres of Red Lake, Sioux Lookout, Pickle Lake and Moosonee is recognized in Category I. All these centres enjoy regularly scheduled air services and all are accessible by highway with the exception of Moosonee which has only rail connections.

Category II, dependent on highway or road access to angling, boating and canoeing waters, hunting terrain, scenic landscapes and, to a limited extent, bathing and beaching opportunities, is strongly evidenced in the southwestern portions of Ontario North of 50°. Here some small communities in the midst of road- and highway-accessible lake and river resources assume many of the resort characteristics more strongly in evidence in summer tourist centres of southern Ontario.

Category III includes facilities focused on remote lakes and rivers possessing excellent fishing and hunting potentials, often in scenic landscape settings, accessible only by air and/or boat travel. Native owned and operated facilities in the study area are associated mainly with Category III.

Among the facility types, the standard hotel, motel, cottage/cabin and campground facilities associated with Categories I and II need no extensive comment. However, the terms *base camp* and *outpost camp* require clarification.

*Base camps* are substantial in nature and consist of a group of accommodation cottages or cabins, with or without housekeeping facilities. Some have a central lodge with a dining hall, lounge facilities and saunas. Some are composite operations that include gasoline and grocery supply outlets in addition to accommodation. Substantial investment is frequently involved. Base camps may be located along or at the terminus of roads and highways or accessible only by air and/or boat travel.

*Outpost camps* are based on annually renewable land use permits granted by the district offices of the Ministry of Natural Resources (MNR). They consist of one or two cabins of log or plywood construction equipped with bunks and light housekeeping facilities. Many moose hunting camps are tent or tent frame facilities that are taken down at the conclusion of each season.

CHART 1

A GENERAL LOCATION, TYPE, FUNCTION AND MARKET CLASSIFICATION  
FOR TRAVEL, TOURIST AND ACCOMMODATION FACILITIES  
IN ONTARIO NORTH OF 50°

Locational Focus	Facility Types	Function	Market
<b><u>Category I</u></b>			
<u>Larger Urban Centres</u>			1. <u>Travellers</u>
Red Lake, Sioux Lookout, Pickle Lake, Moosonee. Regular scheduled air services together with road and/or rail access. All offer a reasonably complete range of services.	Hotels Motels	Transient or short-term stay accommodation, food, beverage, entertainment; plant is open all year	a) <u>Primary</u> Business, government, social service  b) <u>Secondary</u> Sportsmen in transit to and from camps, holiday landscape tourists
			2. <u>Local Community</u>  Dining, entertainment, social functions Generally little or no accommodation needs
<b><u>Category II</u></b>			
<u>Small Communities</u>	<u>Base</u>	<u>Destination Area</u>	1. <u>Vacationer</u>
Road and highway locations centred in, or with access to, attractive natural resources	Motels Cabins Cottages Campgrounds	Accommodation, food, beverage, equipment rental, supply provisioning (boats, motors, gas, oil, groceries). Vacationer market is critical.	a) <u>Primary</u> Anglers and to a lesser degree hunters 7-10 days  b) <u>Secondary</u> Multi-activity family holiday, one week or more stay
		<u>Transient Facilities</u>	2. <u>Travellers</u>
		Accommodation, food, beverage. Traveller market is critical.	a) Businessmen  b) Landscape tourists
		Most of destination and transient facilities are closed in winter	3. <u>Local Community</u>  Limited importance



CHART 1 Continued

Locational Focus	Facility Types	Function	Market
<u>Category III</u>  <u>Natural Resource</u> <u>Attractions In Remote</u> <u>Locations</u>  Accessible only by air and/or boat travel	<u>Base</u>	<u>Destination Area</u>	
	Angling and Hunting Camps	Accommodation, food/beverage; supply shells, tackle, confectionery, guides. Operate only in summer	Sportsmen  (anglers, hunters) 7-10 days or more
	<u>Outpost</u>	<u>Destination Area</u>	
	Angling and Hunting Camps	Accommodation; may or may not provide food, beverages, supplies or guides. Guests often rely on own resources. Operate only in summer.	Sportsmen  (anglers, hunters) 3-7 days

There is considerable fluidity in the pattern of outpost camps. They may be relinquished if the angling or hunting potentials decline, and permits for new sites may be obtained. They may be sold or traded to other operators, and there is no limit to the number that an operator may hold. Permits are granted for a particular site on the basis of the sustainable harvest of fish and game present. This determines whether a site can be used at all and the scale of the camp permitted. Tent camp locations vary from year to year depending on the availability of game. Permits are frequently obtained in late summer or early fall after game concentrations have been spotted during flights to outpost camps in the angling season.

A base camp or base accommodation facility is required before land use permits will be issued for one or more outpost camps. The air base of a charter aircraft company is considered to be sufficient for this requirement, whether accommodation is provided or not. Many cabin/accommodation enterprises in highway locations and settlements hold

land use permits for outpost camps and hence are designated as base camps in the records of MNR and the Ministry of Tourism and Recreation (MTR). To reduce the complexity of the situation to manageable proportions, all facilities have been designated as base or outpost camps. Base camps may or may not have outpost facilities. This explains the pattern displayed in the locational column of the table in the Appendix.

In preparing the Appendix, the most appropriate designation for native angling and hunting sport camp developments presented some difficulties, and considerable subjectivity was involved in final choices. Native angling and hunting camps are generally referred to as outpost camps largely because of their remote locations and small scale of development. Some, however, offer a range and quality of facilities that clearly warrant their designation as base camps. The Bug River Camp operated by the Big Trout Lake Band is a case in point. The goose hunting camps of the Tidewater region are frequently of a scale that clearly warrants classification as base camps. This is invariably the case for those constructed under the federal-provincial Resources Development Agreement. Others are modest cabin or tent camp facilities that are more akin to outposts. In this study, the problem was circumvented by simply mapping and classifying goose camps as cabin or tent camp facilities.

The function and market differentiations of the classification are noteworthy. In the larger urban centres, the hotels and motels that form the backbone of the accommodation plant provide short-term accommodations, food, beverage, and entertainment to the business, government and social service transient travel market. The restaurant, beverage and entertainment demands of the local community represent a critical component of revenue patterns. Holiday landscape tourists and sportsmen in transit to and from sport camps can be a significant factor in some cases, but they rarely represent the basic market on which business survival is dependent. Most of the plant operates on an all-year basis.

In Ontario North of 50°, the motel, cabin, cottage and campground accommodation plant under Category II is most strongly represented along Highway 105 between the Camp Robinson Road and Red Lake and at points on Highways 72 and 599. It functions primarily as a destination area facility designed to meet the requirements of the vacationing angler and hunter for accommodation, food, beverage and supply provisioning. Light housekeeping facilities are an important requirement as a large percentage of the market seeks to reduce costs associated with the purchase of prepared meals at lodges and restaurants. Two features relevant for this plant in Ontario North of 50° require note. First, the transient landscape tourist, moving about the region by automobile, or on package bus tours, is of limited concern in the overall market pattern. This contrasts sharply with the situation along major automobile travel arteries to the south. Secondly, the multi-activity family holiday market is growing in importance in those locations where the climate is suitable for water-based activities and the angling and

hunting potentials are in decline. Business travel and local community activity are decidedly of secondary consequence in all seasons. Particularly in the winter months the bulk of the plant is closed and many operators leave the site.

The remote base and outpost fishing and hunting camps under Category III currently operate only in the spring, summer and fall and are entirely destination area oriented. They represent a significant component of the total travel plant in Ontario North of 50°, and virtually the sole element to the north of the highway and road network. A few hotel/motel accommodation plants in the Indian settlements of Fort Hope, Fort Albany and Attawapiskat noted later in this report represent the sole exception to this generalization.

There are about a half dozen cruise ship operations on Lake Nipigon, based on the southeast shore in the Macdiarmid/Orient Bay area of Highway 11, that offer hunting and angling trips. Some penetrate the waters to the north of the 50th parallel. This group of unique or specialized operations was not accommodated in the classification or investigated in this study. Included in the group are the following:

- Karl's Cruiser Service
- McCollum's Reflection Lake Cottages and Cruiser Services - eight cottages
- Laurie's Resort and Cruiser Service - six cabins
- Lake Nipigon Cruiser Service
- Virgin Island Cruiser Service
- Sandy's Cruiser Service
- Superior Princess Cruiser Service

## HISTORICAL PERSPECTIVES

An appreciation of the historical antecedents of current development patterns and issues is a vital prerequisite for the preparation of viable goals, objectives and implemental strategies. Past failures to appreciate and accommodate this need have had serious detrimental consequences for the preparation of realistic tourism development planning recommendations. In effect, conclusions reached solely on the basis of the analysis of current spatial, economic, financial and administrative patterns unsupported by historical perspectives can be disastrously misleading. It is recommended, therefore, that in all future tourism development planning for Ontario North of 50°, the implications of the historical dimension receive adequate consideration in the formulation of recommendations.



The limitations of two major documentary sources require note. Land use permit information filed in the district offices of MNR frequently does not provide any indication of the date that the first application was approved, particularly if there has been a change of ownership of the lodge or outpost camp involved. Initial permit information has frequently been discarded. The inspection reports kept in the field offices of MTR record historical information, such as the date of original development, only on an incidental basis. If a change of ownership is involved, the new proprietor may have little or no knowledge of the early years of the enterprise.

Over a half century has passed since the beginning of tourism in some parts of Ontario North of 50°. Accurate oral evidence, therefore, is often difficult or impossible to obtain if original owners have died or moved away.

In spite of these constraints, a summary of some salient historical patterns and development thrusts could be prepared for this study. This material, coupled with the discussion of the historical aspects of the transportation network presented in another volume of this tourism study, provides some useful insights for development planning. It is stressed, however, that the commentary rests on oral and documentary evidence assembled in an irregular and opportunistic rather than systematic manner.

### The Region as a Whole

Considering Ontario North of 50° and the area lying adjacent to its southern boundary as a whole, the historical evolution of tourism displays a complex mixture of facilities, services, motivational forces and supporting transportation infrastructure extending over a 65- to 70-year period. While a general sequence of development is observable, local variations, sometimes of major consequence, are a key characteristic. In some areas, stages or steps in the sequence may be missing, as in the case of Red Lake where major development began with the construction and opening of Highway 105 in 1974 rather than with the railroad. Railway connections did not reach Moosonee until 1932, by which time this form of tourist transport infrastructure in areas to the south had reached a state of maturity and was experiencing the early phases of competition from automobile travel to which it was to succumb shortly after World War II. The highway system has not yet penetrated to Moosonee and probably will not in the near future.

### **Advent of Tourism Based on Rail Transportation**

Extending from the late 1920's to the early 1940's, the initial phase of tourism development in Ontario North of 50° and the area immediately to the south was associated with railroad transportation, alone or in combination with charter plane operations, insofar as remote sport camp operations are concerned. In the decade of the 1930's and



perhaps earlier, a limited number of anglers, hunters and wilderness travellers penetrated the area as far north as the Albany River from such jump-off points along the railway as Nakina, Sioux Lookout and Pagwa River. Some avid sportsmen penetrated the Goldpines and Red Lake area using water transport, travelling across Lac Seul from Hudson on the passenger/freight boat, Miss Winnipeg, and then proceeding down the Chukuni River by barge. Some elaborate lodges, such as Minaki Lodge, and some marked concentrations of private and commercial summer resort facilities at favourable points to the south of Ontario North of 50°, such as Kenora, emerged during this phase.

### **Expansion of Road - Based Tourism**

The second phase, based on highway development and automobile tourist travel, began just prior to World War II and developed rapidly after 1945 on the southern margins of Ontario North of 50° from Savant Lake westward through Sioux Lookout. Established centres farther to the south, such as Kenora, Minaki and Vermilion Bay, underwent substantial expansion, diversification and sophistication under the impact of mass automobile tourism. New centres, such as Red Lake and Pickle Lake at the northern extremities of new highways penetrating Ontario North of 50°, emerged as collection and distribution points for transport to outpost camps by charter plane or as northern "end of road" attractions for landscape automobile tourists. Along Highway 11, similar air charter centres developed at points between Cochrane and Jellicoe and at such old railway jump-off points as Armstrong, Savant Lake and Nakina, particularly the latter. Both local and tourist anglers and hunters penetrated all the areas in the immediate vicinity of highways in Ontario North of 50°.

Given the convenience and flexibility of automobile travel, cottage colonies spread widely across the landscape in the area to the south of Ontario North of 50°. Moderate cottage development occurred in the southwestern part of the study area on both a small subdivision and individual site basis, largely in response to demands generated by urban centres such as Kenora, Dryden, Red Lake and Sioux Lookout.

From a tourism development standpoint, the area adjacent to or immediately south of Ontario North of 50° has now reached a state of early to late maturity. The major nodal development and service centres and their functional relationships are well established. Most of the commercial sport camp potentials have been allocated to operators. Under the impact of private cottage development and increased public hunting and fishing activity in hitherto remote wilderness areas resulting from forest access road construction, many base and outpost camp operations have been converted to multi-purpose family vacation facilities offering moderately good fishing and hunting opportunities. Others simply passed out of existence when climate, location or market factors were unsatisfactory for conversion. No extensive and relatively continuous expanse of undeveloped and unallocated commercial

base and outpost angling and hunting camp potentials remains in that part of Ontario North of 50° situated to the south of MNR's 7th and 11th baselines and the Albany River. Some minor in-filling of cottage and resort development can be expected to take place over the next decade or two, although some contraction under the impact of higher gasoline prices and economic recession is possible in the short run.

Over the past 30 to 35 years, the commercial base and outpost camp industry has steadily retreated northward to this last frontier of extensive, high quality resources in northern Ontario before the bulldozers and the mass influx of resident and tourist anglers, hunters, campers and cottagers. Due to climatic limitations, opportunities for transformation of camps to family vacation resorts are limited or virtually nonexistent over a large part of the study area. The industry has now reached the limits of extensive, high class development potentials to the south of the 7th and 11th baselines and the Albany River. Here, there is no other place to run or sanctuary into which to retreat.

### **The Remote North: Opportunities for Sport Camp Development**

In that part of Ontario to the north of the 11th baseline in the west and the Albany River and the 7th baseline in the east, tourism development in general and angling and hunting sport camps in particular are confronted with a different environmental setting that demands a different approach to development. Natural resource potentials are discretely rather than broadly or universally distributed as was the case in the Boreal forest regions to the south. Reproductive potentials and ability to withstand extensive pressures of use and abuse are minimal. Indian settlements and populations dominate the area and they assert prior right to any development of tourism potentials.

Over the last 15 years there has been a cautious but persistent pilot program of the federal Department of Indian Affairs and Northern Development (DIAND) and the Ontario Ministry of Natural Resources to bring Indians into a position where they can effectively exploit tourism development potentials in general and potentials for sport camps in particular. Under the federal-provincial Resources Development Agreement discussed in detail subsequently, a major effort was made to bring Cree Indian goose camps into operation in the Tide-water region. From 1963 onwards, new camps were built and some private non-native operations purchased and brought into the program. After a period of training, four camps were turned over to Indian ownership and operation. Under this Agreement, fishing and hunting sport camps will likely be developed in the interior Shield portions of Ontario North of 50°. Under the Economic Development Program of DIAND, sport camp operations have been introduced at several places, including Fort Hope, Webequie, Hawley Lake, Sutton Lake and Big Trout Lake. Under various federal and provincial funding arrangements, the Objiway camp program was expanded and the Ogoki Wilderness Lodge constructed. All these are discussed in detail in subsequent sections of the report.

For the past few years, the Ministry of Natural Resources has declared a moratorium on sport lodge and outpost camp development by non-residents, which essentially means anybody but Indians, in the area to the north of the 11th baseline in the west and the Albany River and the 7th baseline in the east. In spite of this, some outpost camps have been operated here by non-residents seeking to push their enterprises into virgin territory, largely but not entirely because of an actual or anticipated depletion of quality resources to the south.

The northern portion of Ontario North of 50° now stands poised on the brink of development. It represents the last frontier for remote sport camp development. Substantial pressures are being exerted by the operators of lodge and outpost camps to the south who are now threatened with, or are actually in, the initial stages of collapse for a variety of reasons previously stated. Some have already thrust illegal camps into the area. If the Indians wish to secure their interests, they must exploit the opportunities now. No government or administrative officers can be expected to withstand pressures to exploit undeveloped potentials indefinitely.

The time has arrived when the planned, orderly exploitation of opportunities to secure and sustain high class lodges and associated outpost camps capable of generating significant income and employment in native communities is required. The haphazard granting of myriad land use permits to small-scale operators, often selling a natural resource product (game animals and fish) at far below the potential market value, now appears inappropriate. The frontier for that historical type of development, extensive in areas to the south of Ontario North of 50°, has been reached, and creative, novel actions are now required.

### Specific Regional Patterns

#### **Tidewater Region**

In the Tidewater region, tourism began to take shape at Moosonee/Moose Factory and in the surrounding area with the completion of the Temiskaming and Northern Ontario Railway (T&NO) leading northward from Cochrane in 1932. In a tourist and sportsman's guide for Ontario published in 1931, it was stated that the railroad "will, without doubt, prove a magnet for all tourists seeking the furthestmost northern wilds, so easy of access, and hitherto so inaccessible, except to the hearty voyageur" [1, p.51].

The James Bay Inn constructed and operated at that time by the T&NO could accommodate 40 guests. Some rooms, but not all, had running water. Accommodation rates in 1934 were \$5 per day and meals were priced as follows: breakfast 75¢, luncheon \$1, and dinner \$1.25.



The inauguration of the Polar Bear Express in 1964 ushered in the era of low cost, mass landscape tourism by excursion train. Private investment in destination area facilities followed, including hotels, souvenir shops, water taxis, and guided land and water tours. Two Bay Enterprises began its tour operations in 1971 using five freight canoes, and school buses for ground operations. In 1980 it acquired the Polar Princess, a new tour boat that replaced an earlier, smaller vessel. With a capacity of 100 (usually carrying only 85 to obtain maximum comfort), the boat was built in Selkirk, Manitoba, at a fully equipped cost of \$225,000. Two Bay Enterprises offers a quality product that has substantially enhanced the attraction of the destination area and the Polar Bear Express for package tour operators in Canada and the United States.

The provincial government has provided substantial financial support for the enhancement and enrichment of both the Polar Bear Express trip and the destination area facilities. No other community in Ontario North of 50° has received a level of provincial government financial support for tourism development as great as that directed to Moosonee/Moose Factory in recent years. Since 1974 the Ministry of Northern Affairs has provided grants for historical site interpretive services and infrastructure development, including toilets. The Ministry of Citizenship and Culture and the Ontario Heritage Trust have spent considerable money and staff effort in the planning, development and restoration of historical resources at Moose Factory, including the staff house of the Hudson's Bay Company. In 1970, the Ministry of Natural Resources officially opened Tidewater Provincial Park, a 1,158-hectare natural environmental area on four islands in the Moose River opposite Moosonee. A campground and picnic site on Charles, the main island, had been operated from about 1965, but no charges were levied at that time. The Revillon Frères Museum building in Moosonee, also an MNR facility, was officially opened to the public in 1970, but had been operated on a modest basis for a few years previously. In 1970, Polar Bear Provincial Park (218,595 hectares), the largest individual park in the provincial system, was designated. The main organization centre for the park is about 530 air kilometers north of Moosonee/Moose Factory near Winisk.

The initial development of commercial goose hunting camps in the Tidewater region about 35 years ago is attributable to non-native, private commercial interests from outside the region. In 1947, Hannah Bay Camp was built at the mouth of the Harricanaw River by the Ontario Northland Transportation Commission (ONTC), largely through the initiative of Colonel Reynolds, in response to the lack of adequate accommodation for hunters in Moosonee at that time. The ONTC has retained ownership and operation of the facility. Anderson's Goose Camp on Ball Island at the mouth of the Albany River was built in 1958. At about the same time, Len Hughes of Cochrane opened his operation on an island in the north channel of the estuary of the Albany River.



Under the provisions of the federal-provincial Resources Development Agreement administered jointly by the Department of Indian Affairs and Northern Development and the Ontario Ministry of Natural Resources, a major attempt has been made to bring the local Indian population into the goose hunting camp business of the Tidewater region on an eventual owner/operator basis. In a twenty-year period (1963 to 1982), the development potentials have been secured for the virtually exclusive use of local Indians. Between 1963 and 1967, six camps were built and commenced operations: Fort Severn, 1963; Tidewater and Kapiskau, 1966; Attawapiskat, Kashechewan and Winisk, 1967. Anderson's Camp, purchased in 1977 at a cost of \$75,000, was added to the group as was the Kashechewan (Hughes) Camp acquired in 1976. Finally, the James Bay Goose Camp, located on the coast of James Bay at Bluffy Point, was purchased by MNR in 1981 from a Timmins group at a cost of \$57,000. The Ministry was the fourth owner of this camp. Halfway Point Camp, acquired in 1980, is scheduled for future Indian ownership and operation as a tourist facility, though possibly not exclusively as a goose hunting camp.

By the end of 1982, four camps (Attawapiskat, Fort Severn, Tidewater and Winisk) had been transferred to Indian ownership and operation. The small, 12-man Kashechewan camp was closed in 1980. Four camps are still owned and operated under the Cree Indian goose camps program (Anderson's, James Bay, Kapiskau and Kashechewan [Hughes]). The ultimate type of operation for the James Bay Camp remains undetermined.

In 1976, the ownership and future operation of Tidewater Camp were transferred to an Indian resident of Moose Factory (Mr. J. Rickard). In 1978, Fort Severn and Attawapiskat Camps were transferred to Mr. Jack Stoney and Mr. Gabriel Spence respectively. Both were residents of the local settlements. In keeping with the ultimate objective of native ownership of all goose hunting camps in the Tidewater region, negotiations are well advanced for the transfer of Anderson's, Kashechewan (Hughes) and Kapiskau Camps to local resident Indians.

Several goose camps have been developed privately by native people, independent of the federal-provincial Resources Development Agreement. Included in the group are: Stoney's Little Goose Camp at Fort Severn; the Halfway Point Camp of J. Faries and Robert Chilton of Moose Factory set up in 1974; Papamatao Goose Camp owned by S.J. Small Sr. of Moose Factory in 1970; the Shagamu River Goose Camp of Tobias Hunter of Fort Severn; and the Sutton River Camp of Joe Chookomolin of Winisk. The Shagamu Camp is also used by Tobias Hunter for trapping and domestic fishing. Tidewater Goose Camp was set up privately in 1966 by Mr. Cheechoo of Moose Factory and later operated by Mr. Wesley of that community. It was acquired by MNR in 1970 and placed under the Resources Development Agreement. In 1981, Fred Miles of Fort Severn applied for a permit to operate a tent camp at Fort Severn but, due in part to local opposition, has not begun operations.

About eight or ten Indian residents of Moose Factory and Moosonee, notably Tommy Archibald, guide between ten and thirty goose hunters each year in the delta area of the Moose River. Small two- or three-man tent camps are set up at various locations. Some members of this group engage in limited guiding for summer season sport angling on the Moose River. Operations of this type have existed since the coming of the railway in 1932.

## Shield Region

### Webequie, Fort Hope, Lansdowne House and Ogoki Area

Angling and hunting sport camp development in the remote, north central, interior Shield portion of Ontario North of 50° in the vicinity of Fort Hope apparently began prior to World War II. Before 1939, Canada Guides Limited of Montreal operated guided fishing tours in the Little Current and Ogoki drainage basin and the Albany River in the general area of Fort Hope [9]. To reach Fort Hope, guests travelled by train to Hudson or Sioux Lookout whence they were flown by Starratt Airways to Fort Hope where Canada Guides had an equipment depot. From here the sportsmen travelled by canoe to a number of nearby tent camps for speckled trout and pickerel fishing. A map prepared as part of the promotional literature of the company indicated a depot at Tashota, suggesting that in winter supplies may have been moved overland from this base to Fort Hope and perhaps thence to individual camps. It would be interesting to know the extent to which the Indians at Fort Hope were involved in this operation, which must represent one of the earliest developments of its type in this part of Ontario North of 50°.

Indian sport camp development at Webequie, Fort Hope, Lansdowne House and Ogoki stems from the late 1960's and early 1970's. As indicated by the date of the first land use permit filed in the Geraldton District Office of MNR, Indian sport camp development was initiated in 1966 by John Baxter with his Grassy (Teabeau) Lake Camp. Today, 15 Indian owned and operated outpost camps, all located to the north of the Albany River except the Peninsular Lake Camp of the Fort Hope Development Corporation, account for 25 per cent of the camps, 38 per cent of the cabins and 39 per cent of the guest capacity found in the Geraldton District of MNR.

In the Webequie area prior to 1968, Ontario Northern Airways operating out of Jellicoe had an illegal camp based on the superb speckled trout, walleye and northern pike angling of the area. Under the recommendations and subsequent supporting direction of Mr. Clem St. Paul, Nakina District Superintendent of DIAND, this camp was purchased and its operations were expanded using volunteer Indian labour and departmental budget appropriations for the acquisition of materials. No funds for the early development of camps in this area were provided under the federal-provincial Resources Development Agreement as was the case for goose hunting camps in the Tidewater region.

In 1970, the Straight Lake or Bear Goose Camp was built, broadening the scope of the Webequie operation. Between 1972 and 1975, three camps under the direction of Mr. John T. Carroll, Nakina District Superintendent of DIAND, were built essentially to exploit river sport fishing opportunities. The Frog River Camp constructed at this time was unknowingly built next to a burial ground. When guides who knew of the existence of the burial ground came from Kasabonika, they refused to work at the camp, and it was never used.

These Webequie camps were and continue to be well run, providing excellent guide services and good food from central dining rooms in each camp. The angling is excellent. The package tours include a five-day river run which stops at three camps, but there is often a rush to get to Tashka Falls where the angling is superb. Limited moose hunting opportunity is present in the area. Goose hunters using the facilities of the Straight Lake Camp fly to Webequie and thence on to the camp by charter.

In the early 1970's, a camp was built for the Marten Falls Band about 15 miles up-river from Ogoki on the Marten Falls River using DIAND funds exclusively. It consisted of three cabins (guest, guide and storage), and offered excellent fishing. However, it proved unsuccessful. Some boats and motors disappeared or were smashed. Guests complained of stolen items. Without the guests' return, the all-important repeat business could never be built up. The buildings may be standing but the camp is not operating.

In the early 1970's, five camps were built by Frank and Peter Moonias of Lansdowne House. The camps at Windsor Lake and Black Birch Lake were of good quality, while the others were essentially trapline cabins occasionally used by anglers. Due to a number of factors, including unreliable management and service (drinking problems) and the inability of the community to handle sportsmen (no transport from airstrip and no place to stay if the weather was unsatisfactory for immediate travel to the camps), these operations encountered substantial difficulties. In 1974 and 1975, new camps, each consisting of three cabins (guest, guide and storage) with a capacity of six sportsmen, were built at Eyes Lake and Pym Island to exploit pike and pickerel angling potentials. Constructed entirely with funds from DIAND for the benefit of the Lansdowne House settlement at a cost of \$25,000 each for buildings and equipment, these camps were taken over by Mr. Baxter.

In the late 1960's, a partnership of Fort Hope Indians (Louis Waswa and the O'Keese brothers) built a camp at Triangular Lake at the junction of the Albany and Eabamet Rivers using their own funds and with the advice and direction of the aforementioned Mr. Clem St. Paul of Nakina District DIAND. This camp, of horizontal log construction with a capacity for six guests, was used for a guide-training program in 1970. In 1973, camps of a similar capacity were constructed for this Band at Peninsular and Machawaiian Lakes, again using funds from DIAND. The cost of buildings and equipment was in the order of \$25,000.



From 1972 to 1974, the Webequie, Lansdowne House, Ogoki and Fort Hope camps were marketed by DIAND. The Nakina District Office handled all bookings generated by magazine advertising and trips to sportsmen's shows by the local Indian operators, all paid for by this federal government department. From 1974 to 1976, the Webequie and Fort Hope camps were marketed by Mr. Ernie Luenberger under the name of Ojibway Camps. He undertook all the advertising at sportsmen's shows and handled all bookings at no cost to the Indian camp operators or to DIAND; his objective was to build up business for his charter airline.

In 1977, the Fort Hope Development Corporation assumed by agreement some control of this group of Webequie, Lansdowne House and Fort Hope sport camps so as to be able to obtain grants from the Canada Employment and Immigration Commission (CEIC) under the Local Employment Assistance Program (LEAP). This is discussed fully in the section of the report dealing with financial aspects. In 1980, the Winisk River camps of Webequie were split off and are now operated separately by Mattias Suganaqueb, Peter Jacob and Jack Jacob.

#### Camps at Big Trout Lake

In the northwestern interior Shield portion of Ontario North of 50°, the historic evolution of Indian facilities in the vicinity of Big Trout Lake Reserve, including the Bug River Camp, is of major interest. Big Trout Lake had been fished commercially for many years prior to 1968, when it was felt that the trout population could be more profitably exploited through the development of sport angling camps. As early as 1969, and possibly for several years previous, anglers flew in to Big Trout Lake on their own, making arrangements with the Chief to use a cabin at the Birch Point commercial fish camp at the west end of the lake. Local Indian guides also were obtained through the Chief.

In 1971, a training course financed by DIAND was conducted by Confederation College at the Big Trout Lake Reserve. Guides were trained in food handling and general operating procedures. A full-scale camp consisting of three cabins (guest, guide and cooking/storage) was built at the east end of Big Trout Lake to provide access to good speckled trout fishing on the Fawn River. The camp was not equipped with boats and motors; these were rented from the guides on a daily basis. About 16 sport fishermen, mainly Baptist Church ministers, came to Big Trout Lake in 1971 but used the old camp at Birch Point that they were familiar with. Between 1971 and 1976, both camps at the eastern and western ends of the lake were operating. Unfortunately it proved impossible to prevent vandalism and theft from the camp at the east end of the lake since it was on a main travel route. It was, therefore, abandoned and is now virtually a total wreck.

In 1972 or 1973, two six-man camps were built on Big Trout Lake to which guests were taken during this period. Moreover, the Chief continued to operate the Birch Point Camp that can accommodate eight guests. These camps are still in operation and handle any overflow from the Bug River Camp.



The commercial sport camp operations rest on lake trout (possession, three), walleye (possession, six) and northern pike (possession, six). With the closing of the commercial fishery, the trout population had recovered by 1976. Some twenty large trophy fish, weighing up to 22 kilograms, have been taken since then.

By 1976, a set of problems and opportunities combined to spark the Bug River Camp development. In 1975, the Great Plains Bag Company of Des Moines, Iowa brought 60 guests to the camps on Big Trout Lake in six groups of ten. They liked the quality of the fishing but were dissatisfied with the service. The cabins were said to be poor, the guides were drinking and the belongings of the guests were stolen. If these problems could be cleaned up, however, the guests signified a willingness to return. After a conference involving the Band, operators and DIAND, a recommendation was made by the Band to make a fresh start with a new camp on the Bug River. In June and July, there is excellent walleye and trout fishing near this location. From about mid-July, trout fishing could be shifted to the deeper waters of the lake.

The Bug River Camp, with a capacity of 18 to 20 guests, was constructed in the spring of 1977 by G.C. Clement of Wawa under a contract with DIAND. The contractor supplied all materials, which were flown in by DIAND at a cost of \$17 per square foot. Labour consisted of two men supplied by the contractor and five local Indians. The camp, one of the finest in Ontario North of 50°, consists of three guest cabins accommodating four guests each and a manager's cabin that can handle six or eight guests if necessary. The cabins are built of upright logs with plywood floors and screened porches. Each has kitchen facilities, sauna, shower, running water and indoor toilets. The furniture is attractive white pine. The camp has nine five-meter aluminum boats equipped with 20-hp motors. In 1978, a six-meter cedar boat with twin 20-hp motors was built at Big Trout Lake by a person of Icelandic background from the Lake Winnipeg area to transport guests across the lake in rough weather. As the boat was built at Big Trout Lake using local wood and a steamer for shaping the wood, and with the Indians taught the basic principles, local repair appeared feasible.

#### Area North of Cochrane

In the Cochrane area, adventure canoe trips down the Mattagami River from Jacksonboro on the Ontario Northland Railway (ONR) north of Cochrane to the Moose River and Moose Factory were advertised as early as 1934 in official guide books [33]. Base and outpost angling and hunting camps, which have barely penetrated the southeastern part of Ontario North of 50°, were probably initiated by the outfitting operations of Hughes in 1949. Joe Veverka, the largest individual operator in the area, began fly-in sport camps under the name of Cochrane Air Services in 1969, about four years after his arrival in the area. Lindbergh's Air Services operated an extensive group of outpost camps here from about 1973 to 1980, when the interests were

acquired by Loyde Rogerson, an operator with lengthy experience in lodge and camp enterprises in the North Bay area to the south. Under the detrimental impact of the Detour Lake road and Hydro transmission lines, the future of this pocket of fishing and hunting lodges based on charter air services from Lillabelle Lake is in jeopardy. Moreover, the long-term outlook must be classed as poor unless some effective form of controlled or restricted public access from the Detour Lake road can be introduced immediately.

#### Geraldton/Nakina Area

In the late 1920's and early 1930's in the Geraldton/Nakina area, James Vanderbeck, who came from New Brunswick, operated wilderness adventure canoe and fishing trips of a month's or more duration into the Esskagannega and Squaw River tributaries of the Little Current River, a part of the Albany drainage system [34]. Canoeists travelled by train to Nakina to join the guided tour. The adventure into northern wilderness was as important as the angling and hunting activities.

Modern lodge and outpost camp development in the Geraldton/Nakina area, based primarily on automobile travel to air charter services on Cordingley Lake, began with the coming of the highway in 1955/56. Subsequent development of charter air services and outpost camps was rapid.

The use of historical information contained in land use permits filed in the District Office of MNR at Geraldton has limitations, as noted previously. Development in this area began about 1961 and moved ahead slowly for the next four years, so that about six per cent of the plant was in operation by 1965. In the six-year period from 1966 to 1971 inclusive, 23 camps or 27 per cent of the total were opened. In the seven-year period, 1972 to 1978 inclusive, 54 of the land use permits or 63 per cent of the total were issued. A sharp decline then ensued, as most sites were taken up and forest access road construction was probably exerting adverse impacts. In any event, no permits were issued by MNR for camp development in this part of the district in 1979, and only two were issued in each of 1980 and 1981.

#### Sioux Lookout Area

In the Sioux Lookout/Hudson area, lodges were constructed on Big and Little Vermilion Lakes about 1928 or 1929 by Joe Kenneally, who came from southern Ontario in 1926 to start up the Hudson Hotel. The development on Little Vermilion Lake known as Fireside Lodge still operates. In 1930, Bert Bootham built North Pines on Big Vermilion Lake; this operates today as Big Vermilion Lodge. Between 1930 and 1935, lodges appeared on Clay, Cliff and Cedar Lakes. The guests came by Canadian National Railway train and charter plane from Minaki and Quibell to the west. These were quality lodges that attracted many movie and radio celebrities, such as Andy Devine and Fibber McGee and Molly. Muskie, pike, trout and bass were the principal game fish sought in this period.

In the 1930's, a number of local residents guided for anglers, hunters and wilderness canoe travellers. Among the group were Henry Rydell of Sioux Lookout, Gerald Bannatyne of Ear Falls and Bill Humphreys of Gold Pines.

As early as 1934, a 1000-kilometer wilderness canoe adventure trip from Sioux Lookout down the Albany system, through Lac Seul and Lake St. Joseph, to Fort Albany was advertised [33]. Canvas canoes five meters in length were recommended. Arrangements could be made through the Northland Travel Service at Sioux Lookout. Kenneally Lodge on Little Vermilion Lake and the Hudson's Bay store in Sioux Lookout were listed as reliable outfitters for the trip. Several hotels and the YMCA in Sioux Lookout were listed as having good accommodation facilities. Included in the group were: the Clark Hotel, 10 rooms, \$2 per day; the Lakeview Hotel, 20 rooms, \$1.50 per day; and the Moberley Hotel, 10 rooms, \$2 per day.

The road reached Hudson about 1937. Non-resident anglers and hunters quickly followed, chartering planes from Hudson. Remote fly-in camps in the general area developed rapidly thereafter, with an interruption from 1939 to 1945 during World War II.

#### Lake Nipigon Area

Development on the southeast shore of Lake Nipigon came early. By 1919, Nipigon Lodge at Orient Bay, owned by P.K. Hunt, the manager of the Prince Arthur Hotel in Thunder Bay, was open each summer from about June 15 until the fall. Lodge capacity was 40 guests and rates under the American plan were \$3 per day. Rental cottage and cabin enterprises together with sport hunting and angling operations expanded rapidly in the Macdiarmid/Orient Bay area with the penetration of highway construction from the southwest in the 1930's. While this location in Lake Nipigon is well to the south of Ontario North of 50°, it provides a time frame of reference for development in more southerly regions based on railway travel followed by automobile transport.

#### Savant Lake Area

In 1945 in the Savant Lake area, Kenneth Mousseau, the local postmaster, took in a party of American anglers who had fished in the Rainy River area for years before deciding to move north. They were housed in old mining buildings nearby. Art Carlson, prospecting in this general area for the St. Anthony Mine, guided the parties in 1945 and 1946.

#### Red Lake Area

Development in the Ear Falls area to the south of Red Lake began in the 1930's with Little Canada Lodge operated by Art and Frank Williams of Scottish/Indian ancestry. Americans flew in from Hudson



via Starratt Airways or crossed Lac Seul on the Miss Winnipeg, and used barges and scows on the marine railway and the river for the rest of the trip. Bear Lake Camp in the vicinity of Uchi was another early operation in this general area. Some camps at Snake Falls date back to lumbering days in the 1930's.

In the Red Lake area, the occasional American angler and hunter associated with the Howey Gold Mines, as exemplified by Mr. Gus Dupont, a prominent shareholder of the company, came into the area by air as early as 1929 to hunt and fish. The Red Lake Inn in the centre of town was opened to meet business travel requirements.

Prior to the coming of Highway 105, some sportsmen drifted into the area, crossing Lac Seul from Hudson to Gold Pines, and then proceeding by barge over the marine railways and down the Chukuni River. Others travelled north via road as far as Ear Falls and then up the Chukuni River by barge. In 1946, Art Carlson guided such a party of Americans whom he had met the previous year at Savant Lake.

After the completion of Highway 105 to Red Lake in 1947, roadside cabin, cottage, and base camp development in the area was rapid. In 1948, Art Carlson built his main Viking Island Lodge that was then accessible only by boat from Red Lake but can now be reached by road. The previous year, guests had been accommodated in his home in Red Lake. Olie Simoneau built his Douglas Lake Camp in 1947 and Cy Caulkins his Hatchet Lake Camp about the same time. Accommodation facilities sprang up all along the main highway at, or close to, good angling potentials and attractive landscape settings.

Within three or four years after the completion of Highway 105, outpost camps emerged in response to a marked decline in angling quality on road-accessible lakes where the main base camps had been built, and to the desire of American sportsmen to fly in to virgin lakes. From 1950 onwards, the proliferation of outpost camps was as rapid as had been the case with the earlier highway base camp and resort developments.

In the early 1950's, several camps in the Red Lake area went bankrupt due to a declining market coupled with increasing operating costs. Many of these camps were purchased quickly by Americans who regarded them as good investments, particularly with the favourable exchange rates and tax write-off privileges. Americans now own nearly 70 per cent of the operations in this area. Some camps purchased were converted to their personal use and perhaps that of their business associates.

About two or three years ago the market trend to American ownership was reversed to a degree as Canadians began to buy camps from Americans. American camps were sometimes purchased to obtain their outpost camp permit privileges. Sometimes they were acquired by new entrants to the business who wished to obtain an operating plant with an established clientele rather than to start up entirely afresh.



## THE GEOGRAPHIC DISTRIBUTION AND SCALE OF FACILITIES

Initially, an all-northern Ontario perspective on the distribution and scale of the hunting and fishing lodge industry is presented, using data revealed in a study conducted in 1977. This is followed by a general overview of the situation in Ontario North of 50°. The basic intent in this instance is to provide a general comparison of the extent of native owned and/or operated facilities and the extent of non-native development. In addition, the various instruments used by MNR for resource allocation to the industry are noted. Attention then shifts to a consideration of the native owned and operated facilities.

### AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

Table 1 has been constructed using data presented in a 1977 study that covered all of Ontario north of the French River/Lake Nipissing corridor [32]. A limited amount of the development was located in Ontario North of 50° and little, if any, was Indian owned and/or operated.

In 1977, there were 1,676 individual operations in northern Ontario, excluding those in large urban centres and smaller centres and those that were along highways and were open all year and did not rent boats. The central geographic concentration of the industry was well south of Ontario North of 50°. Only about three per cent of the plant was in the Cochrane District and much of that was to the south of the study area. Only a small percentage of the plant in Kenora and Thunder Bay Districts, perhaps 15 per cent, was situated north of 50°.

Most establishments provided a variety of accommodation types. The housekeeping facility was particularly evident, and was offered by 77 per cent of the enterprises. Only 20 per cent had outpost camps associated with their operations. Just over 40 per cent were in the campground business.

The scale of the average facility was small to moderate (rooms in lodges, 7.8; cottages or cabins, 7.7 units; outpost camps, 4.6 units; tent/trailer sites, 26 units). It is important to note, however, that some composite operations in the southern parts of Ontario North of 50° and in the area immediately south of 50° were quite large and composed of a mix of motel units, cabins, rental cottages, trailer/tent campgrounds, stores and outpost camps.

TABLE 1

MEASURES OF PLANT TYPE AND SCALE FOR THE FISHING AND HUNTING LODGE  
INDUSTRY IN NORTHERN ONTARIO, 1977

Establishments	Cochrane Timiskaming		Estimated Cochrane		Thunder Bay		Kenora		Other Districts		All Northern Ontario	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
TOTAL	149	9	56	3	193	12	475	28	859	51	1,676	100
<u>Offering</u>												
Housekeeping		83				72		78				77
American Plan		13				17		47				33
Outposts		20				28		25				20
Campsites		45				47		41				42
<u>Units Per</u>												
<u>Lodge</u>												
Rooms											7.8	
Cottages or Cabins												
Outpost Camps											7.7	
Tent/Trailer Sites											4.6	
											26	

Source: Reference [32]

## A GENERAL COMPARATIVE OVERVIEW OF ONTARIO NORTH OF 50°: 1982

On the basis of an analysis of records of the Ministries of Tourism and Recreation and Natural Resources, the Office of the Fire Marshal and the Department of Indian Affairs and Northern Development, it was possible to obtain a reasonably definitive appreciation of the scale of tourist facility development in Ontario North of 50° in 1982 by both native and non-native people. The results are summarized in Table 2.

As noted in the footnotes and explanatory text associated with the tables on which this summary rests, numerous problems are associated with the classification of the facility plant by category and type. In order to present an uncomplicated overview, many facilities have been arbitrarily grouped together to most expeditiously indicate the comparative strength of Indian and non-Indian enterprises in Ontario North of 50°.

Non-Indian ownership dominates the pattern throughout. About 91 per cent of all enterprises in Ontario North of 50° and 94 per cent of the guest capacity are in this group. The dominance of tourism and recreation is clearly evidenced by the fact that 92 per cent of the enterprises and 88 per cent of the guest capacity are dependent primarily on the tourist and sportsman market.

At the scale of mapping employed in this report, it was impossible to show the distribution of outpost camps in locations North of 50° on an individual basis where densities were very heavy. In these situations, areas of concentration and the northern limits of dense development are displayed. Within these areas, however, all Indian owned and operated facilities are shown individually. All base camps are indicated whether Indian or non-Indian, although in dense concentrations at major highway or urban locations they are mapped on a group basis. While individual site locations are difficult to locate precisely, the all-important elements of the pattern are clearly evident.

The conclusion of this introductory assessment provides a suitable opportunity for brief comment on the variety of instruments employed by MNR for the allocation of Crown lands for private use, including use for commercial tourist facilities and for outpost camp development. The security of tenure and the survey requirements vary greatly as indicated in the following summary.

### Patent

- The most secure form of holding in existence, with the land completely alienated from the Crown.
- A legal survey at the patentee's expense is required.
- Some lodges such as James Bay Outfitters are on patented land. Some old patented mining claims and operations now have lodges or tourist developments built on them.

TABLE 2

THE SCALE AND OWNERSHIP OF THE TRAVEL AND TOURIST  
FACILITY PLANT IN ONTARIO NORTH OF 50°, 1982

Category	Indian Owned/ Operated/Managed		Non-Indian Owned/ Operated/Managed		Total
	No.	%	No.	%	No.
<b>A. Primarily Dependent on Tourist and Sportsman Markets</b>					
<u>Enterprises</u>	25	9	268 <sup>1</sup>	91	293
<u>Facilities</u>					
Base Camps: <sup>2</sup>					
Operations	14	7	186 <sup>1</sup>	93	200
Units	74	5	1376	95	1450
Capacity	281	5	5866	95	6147
Outpost Camps: Cabin					
Operations	31 <sup>3</sup>	7	431	93	462
Cabins	52	10	477	90	529
Capacity	243	8	2733	92	2976
Outpost Camps: Tent					
Operations	2	4	55	96	57
Capacity	32	12	240 <sup>*</sup>	8	
Campgrounds:					
Operations	- <sup>4</sup>	-	27	100	27
Sites	-	-	438	100	438
<b>B. Primarily Oriented to the Business Travel and Local Social and Entertainment Markets</b>					
Hotels and Motels:					
Enterprises	3	12	22	88	25
Rooms and Units	15	3	447	97	462
Capacity	30	2	1341 <sup>*</sup>	98	

Sources: Tables 9 and 10 and Appendix



TABLE 2 Continued

## Notes:

1. Ogoki Lodge and Hannah Bay Goose Camp included here.
  2. Includes remote goose camps and lodges and road-accessible motels, cabins, rental cottages, lodges, and resorts; some of these have associated outpost camps.
  3. All Indian angling and hunting camps with the exception of Bug River Camp and Keewatin Kino-Shoo Camp were classed as Outpost Camps: Cabin, the owners' settlement of residence being considered the base of operations. These two camps were classed as Base Camps.
  4. Does not include a field operated as a campground by the Osnaburgh Band.
- \* Estimate

- MNR will probably issue no more patents for tourist and outpost camp developments in northern Ontario, particularly in Ontario North of 50°.

Lease

- Provides security of occupation and use for a term of 10, 20, or 30 years.
- A legal survey at the lessee's expense is required.
- This instrument has not been used to any great extent in the tourism sector and nowhere in Ontario North of 50°.

License of Occupation

- Provides occupation for as long as MNR has no need for the area and presumably could be in force for centuries.
- No legal survey is required.
- Tourist operators do not ask for this arrangement.

### Land Use Permit

- Guarantees only one year of occupation and must be renewed yearly. It may be cancelled by MNR for a variety of reasons including non-compliance with the conditions of the permit or a need by MNR or other government agencies for the land. It can be cancelled at the wish of the permit holder who may no longer find the area useful.
- There is no limit to the number of land use permits that can be held by an individual or a company.
- No legal survey is required.
- This instrument is the foundation of the sport camp industry across northern Ontario including Ontario North of 50°.
- Permits are issued according to the capacity of the lake to support an outpost camp, as determined by creel census data and lake size and productivity estimates derived according to a prescribed formula. If lakes are small, an attempt is made to restrict land use permits to one operator.
- Permits are issued for:
  - tent camps - must be removed at the end of each season and are used mainly for hunting;
  - permanent camps - buildings and installations remain on site from year to year with fees of \$45 per season.
- Theoretically, the camps are inspected annually by MNR staff. Budget restrictions and forest fire duties sometimes delay inspectors.

### Letter of Authority

- Provides for temporary use of a site for resource extraction. Great use is made of this instrument by highway construction companies for aggregates and borrow pits which must be 150 feet from the road.
- The tourism industry does not make use of this instrument.

## NON-INDIAN OWNED PLANT NORTH OF 50°: 1982

Initially, the broad distributional patterns are discussed for the study area as a whole and for the Ministry of Natural Resources' administrative districts. Attention then shifts to a consideration of scale. Finally, a number of aspects that are most conveniently dealt with at this juncture, including American ownership, penetration north of the 7th and 11th baselines and the Albany River, the boat cache program, and institutional camps, are discussed. While the latter type of facility lies outside the scope of this study, the information may prove useful in certain tourism planning contexts.

### Geographic Distribution of Facilities

The distribution of the non-Indian owned and operated tourist accommodation and sport camp facility plant in Ontario North of 50° in 1982 is statistically summarized in Tables 3 and 4 and cartographically displayed on the map accompanying this report. Detailed information for the individual operations is contained in the Appendix on which this compilation is based. Hotels and motels dependent primarily, sometimes exclusively, on business travel and local entertainment and dining business are not included in Table 3. They are discussed separately in a subsequent section of this report.

### **Base Camp and Outpost Camp Plant**

There were 184 base camp operations (motel, cabin, cottage and resort-type accommodation) in the study area in 1982 that were dependent primarily on recreation/tourism demand for their business viability. Together they contained 1,355 units with a capacity of 5,812 persons. In addition, there were 13 float plane bases that function as bases for outpost camp operations. There are 27 campground enterprises with about 440 serviced and unserviced sites. All but two of the campgrounds are part of enterprises that include motel/cabin/cottage facilities and sometimes a retail store and/or restaurant. In this study, these enterprises have been termed the base plant in that their component facilities function as a base for the enjoyment of holiday or leisure activity pursuits (hunting, fishing, boating, landscape touring, rest and relaxation) or for the operation of outpost angling and hunting camps.

In 1982, there were 431 outpost cabin camps in the study area with 477 individual accommodation units and a capacity for 2,733 guests (Table 4). About 61 per cent of the enterprises of the base plant, with 66 per cent of the units and 64 per cent of the capacity, did not operate outpost camps. Thirty-nine per cent operated outpost camps, some on a large scale, a clear indication of their significant position in the overall pattern of tourist accommodation facilities in the study area.





Plate 1: Commercial sport camp, Nungesser Lake

In the course of the investigations, 55 outpost tent camp operations accommodating about 240 guests were identified in the files of MNR. Most were associated with fall moose hunting. Their volume and distribution shift considerably from year to year in response to game movements.

As indicated in Table 3, about 91 per cent of the non-Indian owned and operated base camps and a similar proportion of the units and guest capacity of the base plant are located in the MNR administrative districts of Dryden, Geraldton, Kenora, Red Lake and Sioux Lookout. Red Lake District dominates, with 38 per cent of the camps, 37 per cent of the units and 35 per cent of the guest capacity. Sioux Lookout and Dryden Districts are both about half as strong. In the case of outpost camps (Table 4), the Districts of Geraldton, Red Lake and Sioux Lookout taken together contain about 75 per cent of the camps and a similar percentage of the capacity.







## Eastern Part of Ontario North of 50°

In the eastern part of Ontario North of 50°, non-Indian owned and operated base and outpost facilities are located well to the south of the 7th baseline. Moreover, there are none in the MNR Districts of Hearst and Kapuskasing.

In the southeastern corner of Ontario North of 50° forming the northern part of Cochrane District, 16 outpost camps are owned and operated by three outfitters based on Lillabelle Lake and are situated well to the south of the 7th baseline. Included in the group of operators and camps are Cochrane Air Services (J. Veverka), seven outpost camps; Rogerson Enterprises (D. Rogerson), four outpost camps; and Polar Bear Camps (S. Konopelky), five outpost camps. In all cases these camps constitute only a minor portion of the total number of outposts operated by the outfitters: Cochrane Air Services, 16 per cent, Rogerson Enterprises, 18 per cent; and Polar Bear Camps, 17 per cent. Percentage values for guest capacity are comparable. Polar Bear Camps has a two-cabin base camp at Lillabelle Lake to accommodate guests in transit to and from the outpost camps who may experience delays due to poor weather conditions. The other operators use local hotels and motels for these purposes.

In the Kapuskasing District, base and outpost sport camp development is focused primarily to the south of Highway 11 and can be considered weak when compared with that of other districts in northern Ontario. There are no Indian owned and operated facilities in the district and only two outpost facilities in the area North of 50°, both of which are owned by Hearst Air Services and located south of the 7th baseline. Their tent frame hunting camp on Martison Lake has a four-person capacity as has the single cabin outpost on McLeister Lake formerly operated by Frontier Air Services.

There is no substantial pressure by Indians or others in this administrative district to open new sport camps North of 50°. Suitable angling lakes are few in number and a river sport fishery is difficult to pursue because low water levels in summer make it difficult to land aircraft. The moose hunting opportunities are limited and needed for domestic Indian food supply. The woodland caribou in the northeastern part of the district cannot be hunted by sportsmen and offer no opportunities of consequence for viewing.

In Hearst District, there are no base or outpost sport camps in Ontario North of 50° and only one north of Highway 11. However, some land use permits issued for trapping cabins in the northern part of the district may have a little associated commercial hunting and angling sport camp activity on an intermittent basis.

In MNR's Wildlife Management Unit 23, which coincides with Hearst District, the moose population is substantial. Hearst is often referred to as the "Moose Capital of the World", although opportunities

TABLE 3  
SUMMARY OF NON-INDIAN OWNED BASE CAMP PATTERNS  
IN ONTARIO NORTH OF 50°, 1982

MNR DISTRICT	Motels/Cabins/Cottages/Resorts						Air Base (1)		Campground (2)	
	Base Camps		Units		Capacity		No.	Sites	No.	Sites
	No.	%	No.	Av.	%	Total				
Cochrane	-	-	-	-	-	-	-	-	-	-
Dryden	30	16	238	7.9	17	975	32	17	7	92+
Geraldton	18	10	123	6.8	9	646	36	11	-	-
Hearst	-	-	-	-	-	-	-	-	-	-
Ignace	9	5	54	6.0	4	239	27	4	2	20
Kapuskasing	-	-	-	-	-	-	-	-	-	-
Kenora	20	11	157	7.9	12	670	34	11	3	76+
Moosonee (3)	1	-	18	18.0	1	40	40	1	-	-
Nipigon	7	4	35	5.0	3	190	27	3	-	-
Red Lake	70	38	504	7.7	37	2,040	29	35	11	151
Sioux Lookout	29	16	226	7.8	17	1,012	35	17	4	99
TOTAL	184	100	1,355	7.6	100	5,812	30	100	27	438

Source: Appendix Table. Does not include hotels and motels in urban areas or communities for which tourism is not considered to be the major component of their market/revenue pattern. For these establishments, see Table 6. Base and outpost cabin camp patterns are considered to be 95 per cent accurate. Also does not include Ogoki Lodge or Hannah Bay Goose Camp.

- (1) Denotes float plane bases designated as base facilities on land use permits granted for outpost camps.
- (2) Some motel/cabin/cottage/resort enterprises have campgrounds. In two cases, campgrounds serve as bases for outpost camp operations. + indicates that total campsites for some campgrounds included in the total were not ascertained.
- (3) Polar Bear Lodge with 27 rooms was considered to be primarily non-tourist market oriented. Tourists are important in the summer season so the decision was somewhat arbitrary.



TABLE 4  
SUMMARY OF NON-INDIAN OWNED OUTPOST CAMP  
PATTERNS IN ONTARIO NORTH OF 50°, 1982

MNR DISTRICT	Cabin Camps								Tent Camps (1)	
	Camps		Rental Units			Capacity			No.	Capacity
	No.	%	No.	Av.	%	Total	Av.	%		
Cochrane	16	4	16	1.0	3	71	4.4	2	-	-
Dryden	10	2	10	1.0	2	74	7.4	3	-	-
Geraldton	84	19	95	1.1	20	511	6.1	19	32	134
Hearst	-	-	-	-	-	-	-	-	-	-
Ignace	2	1	2	1.0	1	11	5.5	1	-	-
Kapuskasing	1		1	1.0		6	6.0		1	4
Kenora	23	5	23	1.0	5	144	6.3	5	-	-
Moosonee	-	-	-	-	-	-	-	-	-	-
Nipigon	56	13	66	1.2	14	351	6.3	13	12	59
Red Lake	112	26	116	1.0	24	696	6.2	25	2	10
Sioux Lookout	127	30	148	1.2	31	869	6.8	32	8	33
TOTAL	431	100	477	1.1	100	2,733	6.3	100	55	240

Source: Appendix Table. Does not include hotels and motels in urban areas or communities for which tourism is not considered to be the major component of their market/revenue pattern. For these establishments, see Table 6. Base and outpost cabin camp patterns are considered to be 95 per cent accurate.

(1) Tent camp pattern is extremely volatile, hence values shown are indications only of range and scale.

TABLE 5  
NON-INDIAN OWNED ESTABLISHMENTS IN ONTARIO NORTH OF 50°  
WITH NO ASSOCIATED OUTPOST CAMPS

MNR District	Enterprises		Units		Capacity	
	No.	% (1)	No.	% (1)	No.	% (1)
Cochrane	NONE		NONE		NONE	
Dryden	27	90	218	91	876	90
Geraldton	7	39	47	38	260	27
Hearst	NONE		NONE		NONE	
Ignace	6	67	46	85	189	79
Kapuskasing	NONE		NONE		NONE	
Kenora	15	75	116	74	475	71
Moosonee	NOT APPLICABLE					
Nipigon (2)	NONE		NONE		NONE	
Red Lake	45	64	387	77	1,543	76
Sioux Lookout	13	45	84	37	398	39
TOTAL	113	61	898	66	3,741	64

Source: Appendix Table

(1) Percentage of the total plant with no outpost camps.

(2) Does not include two small unlicensed operations with no outpost camps.

cannot compare with those in parts of Sweden. To the north of 50°, game animal populations thin rapidly with the animals being largely confined to the well-drained banks of the rivers. It is possible that this area would be skimmed off in a couple of seasons of heavy hunting. The size of the bear population is unknown. Caribou are present in isolated herds of 15 or 20 but have no tourist potential. Sport angling is essentially a river fishery of walleye, pike and sturgeon. Unfortunately, low water conditions in mid-summer present severe constraints on air access. These resources could provide support for a wilderness canoe travel type of tourist enterprise.

### **Geraldton District**

There is extensive base and outpost camp development in the Geraldton District of MNR. Ten per cent of the enterprises of the base camp plant with nine per cent of the units and 11 per cent of the capacity are found here. In the case of outpost camp development, 19 per cent of the camps containing 20 per cent of the units and 19 per cent of the capacity are located here. With two exceptions, the 18 base camps are located to the south of the Albany River. The Mininiska Sport Camp is situated on the north shore of a lake that is essentially an enlargement of the Albany River. Winklemann's Makokibatin Lake Lodge is located on the south shore of the same lake.

### **Dryden and Sioux Lookout Districts**

The importance of the Dryden and Sioux Lookout Districts of MNR in relation to base camp facilities is clearly indicated. Each has 16 per cent of the enterprises, 17 per cent of the rental units and the same percentage of the guest capacity. The Dryden District is, however, relatively unimportant in the case of outpost camps, having only two per cent of the developments in Ontario North of 50°, two per cent of the rental units and three per cent of the guest capacity. In contrast, Sioux Lookout District supports 30 per cent of the outpost camps, 31 per cent of the units and 32 per cent of the total capacity.

### **Red Lake District**

About 38 per cent of the non-Indian owned and operated base camps in Ontario North of 50° are located in the Red Lake District. About 37 per cent of the rental units are found here and 35 per cent of the guest capacity. The District supports 26 per cent of the outpost camps with 24 per cent of the units and 25 per cent of the guest capacity. This is the most important administrative unit in the base camp pattern and ranks second, close behind Sioux Lookout, in outpost camps.

There are a number of private camps in the Red Lake District in addition to the commercial operations noted. Boise Cascade owns and

operates Stork Lake Lodge in the Long Legged Lake area. Wamserville Camp is owned by an American corporation. Neither camp takes in guests on a commercial basis.

There are about 14 remote cottages and three private hunt and fish camps in the Woman River drainage basin to the northeast of Ear Falls. Another five remote cottages are located in the Kavanagh Lake area, five in the Stormer/Boughton Lake area, six in the Openhau Lake area and 11 in the Pringle/Storey Lake area to the northeast of Nungesser Lake. The Pringle/Storey Lake group is to the north of Red Lake and accessible only by air. There are probably another dozen private hunting and fishing camps in the southwestern part of the District. Some of the remote cottages and the private camps may be rented for part or most of the season.

### **Hotels and Motels**

In addition to the aforementioned facilities dependent on the tourist market, there are 22 non-Indian owned/operated establishments, with approximately 447 units/rooms and a guest capacity of about 1,340, which are oriented primarily to the business travel and local community markets. While they may serve the accommodation needs of tourists and sportsmen on occasion, and perhaps to a considerable degree in some cases, their prime market lies in another direction.

The pattern is summarized in Table 6, which is included for completeness. Considering the primary objectives of this study, no commentary is considered necessary.

### **Scale of the Enterprises**

The scale of the individual base camps as shown in Table 3 is modest, averaging 7.6 units and a capacity of 30 guests. Except in Moosonee District, the average number of units per base camp ranges from a low of 5.0 for Nipigon to a high of 7.9 for Dryden and Kenora. The range of 7.7 to 7.9 for Kenora, Red Lake and Sioux Lookout Districts is significant since 64 per cent of the enterprises with 65 per cent of the units are located there. Again excluding Moosonee District, average capacities range from a low of 27 in Ignace and Nipigon to a high of 36 in Geraldton. In Geraldton and Sioux Lookout, which together contain 28 per cent of the base camp capacity, average capacities are 35 and 36, while they range between 29 and 34 in Dryden, Kenora and Red Lake, which have 63 per cent of the total capacity for the study area.

The average scale of the outpost camps as shown in Table 4 is also modest. There is an average of 1.1 cabins per outpost camp. Capacities average 6.3 sportsmen per camp, ranging from a low of 4.4 in Cochrane District to a high of 7.4 in Dryden. Values of 6.0 to 6.8



TABLE 6

HOTELS AND MOTELS IN ONTARIO NORTH OF 50° PRIMARILY DEPENDENT ON  
BUSINESS TRAVEL AND COMMUNITY-CONNECTED SOCIAL FUNCTIONS AND  
ENTERTAINMENT, MARCH 1982

Community	Hotel/Motel	Year Built or Additions Made	Units/Rooms
<u>Armstrong</u>	<u>King George Hotel</u> Owner, J. Friesen Armstrong	1942	9 Rooms
	<u>Jackpine Hotel</u> Owner, D & L Estates (J. Lundstrom) Armstrong	1950	31 Rooms in 2 buildings with 12 and 19 rooms each
<u>Balmertown</u>	<u>Balmer Motor Hotel</u> Owner, L. Makaynetz Red Lake	1965 1975	18 Rooms 12 Rooms 30 Rooms
<u>Central Patricia</u>	<u>Patricia Hotel</u> Owner, R. Parker Central Patricia	1936	10 Rooms
<u>Ear Falls</u>	<u>Northland Hotel</u> Owner, D. Halowaty Ear Falls	1937	17 Rooms in 2 buildings 9 and 8 each
<u>Hudson</u>	<u>Grandview Hotel</u> Owner, A.M. Young Hudson	NO INFORMATION	
<u>Mackenzie Island</u> (Red Lake Area)	<u>Gold Eagle Hotel</u> Owner, J. Cousineau Mackenzie Island	1937	10 Rooms

TABLE 6 Continued

Community	Hotel/Motel	Year Built or Additions Made	Units/Rooms
<u>Moosonee</u>	<u>Lily Pad(Hotel/Hostel)</u> Owner	NO INFORMATION	
	<u>North Star Lodging</u> Owner, G. Naud Moosonee	NO INFORMATION	
	<u>Polar Bear Lodge (2)</u> Owner, J. Fuller Toronto	-	27 Rooms
<u>Nakina</u>	<u>Nakina Hotel</u> Owner, J. Popowich Nakina	1924 1950	15 Rooms
	<u>Winston Motor Hotel</u> Owner, R. Koval Pickle Lake	1973 1975	27 Units
<u>Pickle Lake</u>	<u>Howey Bay Motel</u> Owner, G. Dumontier Red Lake	1960	19 Units
<u>Red Lake</u>	<u>Red Dog Inn</u> Owner, Zoar Developments Thunder Bay	1970	21 Units
	<u>Red Lake Inn</u> Owner, Ralph Yokiwichuk Red Lake	1946	46 Rooms in 2 buildings with 33 and 13 rooms each
	<u>Four Winds Motor Hotel</u> Owner, D. Mousseau Savant Lake	1973 1978	20 Units
<u>Savant Lake</u>	<u>Savant Hotel</u> Owner, R. Moede Savant Lake	1930	11 Rooms

TABLE 6 Continued

Community	Hotel/Motel	Year Built or Additions Made	Units/Rooms
<u>Sioux Lookout</u>	<u>Lamplighter Motel</u> Owner, J. Southall Sioux Lookout	1974 1979	26 Units
	<u>Seventy-Two Motor Hotel</u> Owner, N. Lee Sioux Lookout	-	24
	<u>Sioux Hotel</u> Owner, R. Davidson Sioux Lookout	1979 1981	26 Rooms
	<u>Welcome Motor Hotel</u> Owner, M Smythe Sioux Lookout	1964 1969 1976	42 Units
	<u>Wellington Motor Inn</u> Owner, B. Bobrowski Sioux Lookout	1973	12 Units
TOTAL	22 Enterprises		447 Rooms <sup>(1)</sup>

Source: Ministry of Tourism and Recreation, Ontario Fire Marshal's Office and telephone contact with owners/operators

Notes:

- (1) Reported units/rooms total 423. The total has been increased to 447 to include an estimate of unit capacity of three establishments for which no information was obtained. With an estimated three-person capacity per unit on an average, total guest capacity would be 1,431.
- (2) The decision to include this lodge in the primarily non-tourist market oriented group was arbitrary. Its inclusion does not affect the overall pattern for Ontario North of 50°.

exhibited by outpost camps in Geraldton, Kapuskasing, Kenora, Nipigon, Red Lake and Sioux Lookout include about 75 per cent of the total capacity of the plant.

In spite of the modest average scale, there are some substantial individual outpost camp enterprises, as indicated in the detailed information presented in the Appendix table. This is particularly noticeable in the Districts of Cochrane, Geraldton, Sioux Lookout and Red Lake.

### Status of American Ownership

It was somewhat difficult to determine accurately the permanent residence of camp owners from central file information. American owners and Canadian owners not resident in Ontario may list the camp post office address on land use permits filed in district offices of MNR or on tourist operating permits filed in the district offices of MTR. The reason that this situation has arisen is difficult to determine. The fact that non-residents must pay \$35 for permits issued by MTR as compared with \$25 for resident owners may be a factor. The difference is so small, however, that it is difficult to attribute the situation entirely to cost of the permit. Possibly non-resident owners fear that there will be future attempts to restrict or cancel their permit privileges.

In spite of this constraint, it was possible to determine the status of American ownership of the non-native tourism plant in Ontario North of 50°, as shown in Table 7. About 27 per cent of the enterprises in the base plant containing 25 per cent of the units and 27 per cent of the capacity across the entire study area are American-owned. Approximately 11 per cent of the outpost camps with 12 per cent of the accommodation units and 11 per cent of the guest capacity are owned by American residents.

The pattern of American ownership by MNR administrative district is varied and interesting. On an individual enterprise basis this group is strong in Dryden (33 per cent) and Red Lake (40 per cent). The comparable value for capacity are: Dryden, 40 per cent and Red Lake, 44 per cent. At the other end of the scale, there is no American penetration in the four Districts of Cochrane, Hearst, Kapuskasing and Moosonee. American influence is noticeable in Ignace (22 per cent) and Kenora (20 per cent), modest in Nipigon (14 per cent) and Sioux Lookout (10 per cent), and insignificant in Geraldton (6 per cent).

### Penetration North of the 7th and 11th Baselines and the Albany River

A major feature of the distribution of facilities is the penetration of non-native owned and operated base and outpost camps to the north of the 11th baseline in the western part of Ontario North of 50°.



Within the MNR Districts of Red Lake and Sioux Lookout, there are four base camps having a total of 22 cabins plus lodge units with a guest capacity in the order of 102 (Big Hook Wilderness Camp, Keyamowan Lodge, North Spirit Lake Lodge, South Trout Lake Camp). Three of these operations, with about three quarters of the capacity, are American-owned. Four minor concentrations of outpost camps, with a total of about 29 cabins and a capacity of close to 180 sportsmen, are clearly identifiable on the map. In addition, short-term camps are set up at various locations each fall.

TABLE 7  
AMERICAN OWNERSHIP OF TOURIST PLANT IN ONTARIO NORTH OF 50°  
1982

MNR District	Base Plant						Outpost Camp Plant					
	Enterprises		Units		Capacity		Number		Units		Capacity	
	No.	% (1)	No.	% (1)	No.	% (1)	No.	% (1)	No.	% (1)	No.	% (1)
Cochrane	-	-	-	-	-	-	-	-	-	-	-	-
Dryden	10	33	86	36	389	40	1	10	1	10	5	7
Geraldton	1	6	7	6	40	6	-	-	-	-	-	-
Hearst	-	-	-	-	-	-	-	-	-	-	-	-
Ignace	2	22	7	13	44	18	1	50	1	50	6	55
Kapuskasing	-	-	-	-	-	-	-	-	1	-	-	-
Kenora	4	20	29	18	146	22	1	4	1	4	5	3
Moosonee	-	-	-	-	-	-	-	-	-	-	-	-
Nipigon	1	14	2	6	10	5	4	7	8	13	32	9
Red Lake	28	40	205	41	890	44	26	23	30	26	196	28
Sioux Lookout	3	10	18	8	85	8	14	10	17	11	86	10
TOTAL	49	27	354	26	1,604	28	51	12	58	13	330	12

Source: Appendix

(1) Indicates American-owned percentage of total non-native plant.

South of the 11th baseline and the Albany River, a very high amount of the suitable natural resource foundations for base and outpost camp development has been occupied. Potentials in the unoccupied sections that appear on the map are limited due to forest access road development, timber and pulp harvesting, and weak or over-exploited biological resources.

The future of the sport camp operations in Red Lake District is now threatened because of forest access road construction; the long-range outcome is uncertain. A proposed circular road linking Red Lake to the west and thence to Kenora, as noted in the discussion of transportation infrastructure in a separate volume, would likely introduce a new market element into the community tourist accommodation plant, but at the cost of substantial detrimental impacts on game and sport fish resources.

The isolated pockets of base and outpost camp development beyond the 11th baseline are a tangible manifestation of a powerful pent-up pressure from the south that is poised to move rapidly into this part of Ontario North of 50° if the Ministry of Natural Resources relaxes its present practice of limiting land use permits for sport camp facilities to Indians. In the event of a decision to open the area to non-Indian development, all remaining high-class potential development sites might well be taken up within five years under powerful thrusts from operators, in particular those from the Red Lake, Sioux Lookout and Geraldton areas.

Development pressures are less intense in the eastern parts of Ontario North of 50°, in the MNR Districts of Cochrane, Kapuskasing and Hearst, due in large part to limited exploitable natural resource opportunities. Moreover, the goose camp potentials in Moosonee District have been steadily secured for Indian use.

Recent attempts to penetrate areas to the north of the 7th baseline have been successfully resisted by MNR. In 1969, Hearst Air Services constructed six illegal four-person sport fishing outpost camps, including Pledger Lake, Trilsbeck Lake, Washi Lake, Kapiskau Lake, Muswabik Lake and the Forks at the junction of the Kenogami and Albany Rivers. All cabins were substantial peeled-log structures. No land use permits had been issued for these camps because of the policy ban on non-native camp development. The Ministry of Natural Resources therefore demanded the removal of the structures. Hearst Air Services failed to comply with the order and the Ministry obtained a court judgement at Attawapiskat on March 9, 1982 which levied a fine of \$50 per cabin on Hearst Air Services and authorized the removal of the structures. As none were located close enough to Indian settlements to be salvaged, they were razed with the last of the sites to be cleared away by MNR early in the winter of 1982/83. This strong action by the Ministry of Natural Resources in support of its ban on non-native sport camp development in areas to the north of the 7th and 11th baselines is a clear indication of its intent to hold the line until a final policy decision is made some time after the work of the Royal Commission on the Northern Environment has been completed and the Moosonee District land use planning has been finished.

## The Boat Cache Program and Institutional Camps

In some districts of MNR in the southwestern part of Ontario North of 50°, boat caches are a notable feature. In the Kenora District, where they appear to be most dense, there may be just over 100 on lakes situated North of 50° and another 25 on lakes scattered along the railway line.

Resource harvesting groups (trappers, rice gatherers) and geological exploration groups have boat caches, but no more than a half dozen are located in the study area. Commercial hunting and fishing camps have set up others. Many are owned by private individuals and used for outdoor recreation activities (hunting, fishing and wilderness travel).

In order to gain an appreciation of the full extent of the boat cache phenomenon, MNR's Kenora District introduced a decal registry program for which no charges were imposed. Other districts will probably introduce a similar program shortly.

As indicated in Table 8, several institutional camps operate in the general vicinity of Moosonee and Red Lake. All but one are local user oriented and have no significance for tourism.

### **INDIAN OWNED/OPERATED/MANAGED PLANT: 1982**

The overall distribution and scale of goose hunting, angling and big game hunting sport camps and of hotel/motel accommodation facilities owned/operated/managed by Indians across Ontario North of 50° are summarized in Tables 9, 10 and 11. The location of the individual establishments is shown on the map in this report. At the conclusion of this section, brief reference is made to hotel accommodation and restaurant/snack bar facilities in the settlements.

## Goose Hunting Camps

In 1982, there were 13 Indian owned/operated/managed goose hunting camps in the Tidewater region of Ontario North of 50° and one on the Winisk River at the Wye Rapids. Hannah Bay Camp on the Harricanaw River, owned by the Ontario Northland Transportation Commission, is the only remaining non-Indian goose hunting camp in the Tidewater region. The location of all camps is shown individually on the map prepared for this report.

The total capacity of the Indian camps was 285 hunters and 1,810 hunter-days. If the camps ran at full capacity, and allowances were made for some sportsmen using guides setting up tent camps in the general vicinity of Moosonee and for the operation of Hannah Bay Camp, there probably would be no more than 325 hunters in the region on any

TABLE 8

## YOUTH CAMPS IN ONTARIO NORTH OF 50°

MNR District and Camp Identification	Year Started	Description of Camp Location and Structure
<u>Moosonee District</u>		
1. <u>Boy Scouts of Canada</u> <u>Camp, Moosonee</u>	1971	Moose River south of Moosonee - A winter tent camp that was, in fact, used only in summer of 1980
2. <u>Camp Oskiniko</u> RC Diocese of Moosonee		Moose River Crossing area - Boys' and girls' camp used mainly by Indian and Metis - Tent frame accommodation - Large teepee hall structure
3. <u>Northern Mission</u> <u>Fellowship Camp,</u> Pentecostal Church, Moosonee	1968	Moose River Crossing area - Free camp mainly for Indians - Five buildings - Filled for six weeks in summer - 250 to 300 campers per season
<u>Red Lake District</u>		
1. <u>Black Bear Boys Camp</u> Kim Markshaussen Arlington Heights, Illinois		Hatchett Lake - Lodge and cabins - A commercial father and son camp
2. <u>Boy Scouts of Canada</u>		Wenasaga Lake - Not operating for several years

Source: Ministry of Natural Resources, District Offices. No camps North of 50° were recorded in the following Districts: Cochrane, Kapuskasing, Geraldton, Dryden, Sioux Lookout, Nipigon and Kenora.



given day of the goose hunting season. Total sportsman hunter-days would be about 2,000 and the total bird harvest, calculated at the limit of ten geese and six ducks per hunter, would be 3,250 of the former and 1,950 of the latter, assuming that each took his maximum allowable kill. Hunting at this level of intensity places no strain of any consequence on the migrating and locally nesting snow goose, Canada goose and duck populations.

Nine, or 64 per cent, of the camps in the Tidewater region are completely Indian owned and operated. They contain accommodation for 154 hunters, 58 per cent of the capacity of all Indian goose camps in the region, and when operating at full capacity can provide 1,194 hunter-days or 66 per cent. Four of the camps were developed by the Ministry of Natural Resources under the federal-provincial Resources Development Agreement and transferred to local Indian residents between 1966 and 1982. These are all well-constructed facilities that, taken together, contain 44 per cent of the capacity of the camps in this group of nine and offer a similar proportion of the hunter-days. In general, the remaining facilities are less elaborate, one being only a tent frame camp.

Four of the camps developed under this federal-provincial cost-sharing program remain under the ownership of the Ministry of Natural Resources. While they are operated by local Cree Indian managers, the Ministry performs an important supervisory function until the time is propitious for transfer to complete local resident ownership and operation. Active discussions with local Indian bands are under way for the transfer of Kashechewan (Hughes) and Kapiskau camps to local individuals early in 1983 and will begin shortly for Anderson's camp. It is possible that all camps will be transferred before the 1983 season opens, or at least the former two facilities.

Only one non-Indian goose camp operation, the Hannah Bay facility of the Ontario Northland Transportation Commission, remains in the Tidewater region. It contains about eight per cent of the hunter accommodation of the region and supplies about seven per cent of the hunter days.

The Winisk River Goose Camp, owned and operated by the Indians at Webequie, consists of four cabins accommodating 25 hunters. This is the only facility of this type located beyond the Tidewater region of Ontario North of 50°.

Disregarding the tent frame cabin camps and the Sutton River Goose Camp, the eleven more substantial enterprises listed in Table 9 have an average capacity of 21 guests with a range from 20 to 26. Facilities built by MNR under the federal-provincial Resources Development Agreement have an average guest capacity of 20 while those purchased more recently from private non-Indian owners are somewhat larger.

TABLE 9  
YEAR ESTABLISHED, LOCATION, DESCRIPTION AND CAPACITY OF INDIAN GOOSE HUNTING  
CAMPS IN ONTARIO NORTH OF 50°, 1982

Goose Camp	Year Est.	Location	Description	Guest Capacity		
				Camp		Season
				No.	%	No. %
I INDIAN OWNED AND OPERATED						
1. Gabe's Goose Camp Gabriel Spence Attawapiskat	1967 by MNR Transferred to G. Spence 1978	Island in delta of Attawapiskat River, 6.4 km downstream from village	7 cabins Cookhouse Sauna Office Walk-in cooler Food storage Cook's cabin Generator shed Underground wiring	20		140
2. Halfway Point Camp Robert Chilton Moose Factory	1974	James Bay coast -line halfway between Fort Albany and Moose River estuary	4 tent frame cabins	20		140
3. Papamatao Goose Camp	1970	South shore of James Bay at Bigstone Point	3 tent frame cabins	12		84
4. Shagamu River Goose Camp Tobias Hunter Fort Severn		Mouth of Shagamu River	4 cabins Cook cabin Power generator	20		140

TABLE 9 Continued

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
5. Stoney's Fort Severn Goose Camp Jack Stoney Fort Severn	1963 by MNR Transferred to J. Stoney 1978	South bank of Severn River, 6.4 km from village, 3.2 km from Hudson Bay	5 cabins Kitchen No power No water	20		140	
6. Stoney's Little Goose Camp Jack Stoney Fort Severn		North bank of Severn River, 3.2 km from Hudson Bay	2 buildings European plan Overflow camp	20		140	
7. Sutton River Goose Camp Joe Chookomolin Winisk		Mouth of Sutton River Polar Bear Prov. Park	3 log cabins	18		126	
8. Tidewater Goose Camp James Rickard Moose Factory	1966 Tent camp acquired by MNR and cabins built 1970. Transferred to J. Rickard 1976	Mouth of Missinaibi River	4 cabins Cookhouse Office Freezer	24		144	
9. Winisk Goose Camp Luke Gull John George Koostachin Winisk	1962	South bank of Winisk River on old radar base	Unrenodelled barrack bldg 10 rooms kitchen Office	20		140	

TABLE 9 Continued

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
9. Winisk Goose Camp Cont'd			Steam bath Walk-in cooler Generator shed				
10. Wye Rapids Goose Camp Winisk River Camps		Wye Rapids on Winisk River	4 cabins	25		100	
Subtotal I		10 camps	39 cabins/rooms 7 tent frames	199	70	1,294	71
<u>II MNR OWNED AND SUPERVISED, INDIAN MANAGED</u>							
1. Anderson's Goose Camp MNR Moosonee	1958 Acquired by MNR 1976	Ball Island Mouth of Albany River 8 km downstream of Fort Albany 3.2 km from James Bay	5 Cabins Mining room Sauna Food storage Log construct- ion	24		144	
2. James Bay Goose Camp MNR Moosonee	Acquired by MNR 1981	North Bluff Point, James Bay coast	About 10 buildings Dormitory sleeps 16 Dining room Cooler Walk-in freezer Generator shed Showers	16		96	



TABLE 9 Continued

Goose Camp	Year Est.	Location	Description	Guest Capacity			
				Camp		Season	
				No.	%	No.	%
3. Kapiskau Goose Camp MNR Moosonee	1966	North bank of Kapiskau River 1.2 km down- stream from abandoned Hudson's Bay Co. post	7 cabins Dining room Cook's cabin Toolshed Sauna Office Generator shed Walk-in cooler Underground wiring	20		120	
4. Kashechewan (Hughes) Goose Camp MNR Moosonee	1958 Acquired by MNR 1976	Island on north channel at mouth of Albany River	8 cabins Auxiliary buildings Substantial camp	26		156	
Sub-total II		4 camps	30 cabins	86	30	516	29
TOTAL Indian Goose Hunting Camps		14 camps	69 cabins 7 tent frames	285	100	1,810	100
III NON-INDIAN CAMPS (shown for completeness and comparison purposes)							
1. Hannah Bay Camp ONIC North Bay	1947	East bank of estuary of Harricanaw River	6 cabins Lounge Kitchen/dining room Freezer, Sauna Smokehouse, Telephone	(24)	(8)	(144)	(7)

Source: District offices of Ministry of Natural Resources and Department of Indian Affairs and Northern Development.



Plate 2: A successful day at Kapiskau goose camp

The Cree Indian goose camps, as indicated by their average size and the description of buildings shown in Table 9, are substantial facilities comparable in scale to base camps on the Shield used for angling and big game hunting. Considering that they are operated for only a brief fall hunt of 21-days' duration, capital and maintenance costs are high. Prospects for the use of the facilities in the summer season for a variety of activities including angling, sightseeing and nature observation require serious consideration.

#### Angling and Big Game Hunting Camps

About a dozen individual Indian enterprises operated 33 fishing camps in Ontario North of 50° in 1982. Some sport hunting was conducted from these facilities, primarily for moose and bear. In total, the camps contained about 74 cabins or rooms and had a guest capacity of 295.

The distributional pattern is uncomplicated and therefore requires limited comment. However, several distinct regional groupings on the basis of general location and broad physiographic divisions are immediately recognizable.

In the eastern part of Ontario North of 50°, the camps occur in two minor concentrations, at Hawley Lake and in the Kesagami Lake area. The former is situated in the midst of a unique Precambrian rock outcrop in the Lowlands to the west of Winisk and the latter on the northern margin of the Shield near its contact with the Lowlands south of Moosonee. In combination, these groupings support eight camps with a total of eight or ten cabins and a capacity for about 41 guests. About ten per cent of the cabins with perhaps 14 per cent of the guest capacity of all Indian angling and hunting facilities in Ontario North of 50° are situated here.

The main strength of the Indian owned and operated fishing and big game hunting camps is focused on the Canadian Shield to the north of the Albany River in the central portion of Ontario North of 50°. Here, six major enterprises operate 24 camps, one of which is the elaborate Ogoki Wilderness Lodge. They contain well over 50 rooms and cabins or 72 per cent of the Indian angling and hunting plant in the study area. In combination, they can accommodate about 225 guests or 76 per cent of the total for all Indian sport camps of this type.

Another minor concentration of camps on the Shield occurs in the Big Trout Lake area, where there are three camps with a total of six cabins having a capacity of 36 guests. This is about 12 per cent of the Indian owned/operated plant in Ontario North of 50°. Included in this grouping is the attractive Bug River Camp.

If the unique Ogoki Wilderness Lodge is removed from consideration, an interesting and useful appreciation of the scale of operations can be gained. The 32 remaining camps contained 59 cabins or an average of 1.8 per camp. The camps had an average capacity of eight guests and the cabins four guests.

### Indian Interest in Future Sport Camp Development

Interest in sport camp development is strong in many Indian settlements in Ontario North of 50°, but substantial constraints have been present. Numerous proposals for funding submitted by bands to the Department of Indian Affairs and Northern Development have been delayed, due in part to the unsatisfactory financial experiences at the Bug River Camp in 1981 and 1982, at the Ogoki Wilderness Lodge and by the Fort Hope Development Corporation. It is felt that many communities do not have a clear understanding of what is involved and are perhaps thinking largely in terms of a fund of money to be tapped. Some Indian operators may see themselves more as entrepreneurs and managers who travel to sport shows and talks, not adequately appreciating the sustained work load and hard management decisions involved.



As well, some MNR district administrators have delayed or refused the issuance of land use permits on the grounds that there was no required base accommodation in the settlements or that lake surveys to determine camp potentials were not yet completed. The Indians have sometimes regarded this as stalling until the district land use plans of MNR are finished, whereupon non-Indian operators could move in and take up the best remaining potentials.

Given the interest of the local Indian population and the pent-up pressure of the non-Indian operators to the south to move in large numbers into the areas to the north of the Albany River and the 7th and 11th baselines, the time is propitious for sound comprehensive planning to ensure maximum sustained exploitation of the resource potentials present. In any event, it is probable that there will be substantial Indian development, possibly starting in 1983 on an individual, uncoordinated, project by project basis.

The nature and strength of the interest in future development vary considerably between the administrative districts of DIAND. A brief summary based on discussions with provincial and federal administrators follows.

In James Bay District, which includes the Hudson Bay Lowlands, goose camps occupy the centre of attention due in large part to past events and to the limited opportunities for sport angling and hunting. The inventory of natural resources now under way in the Moosonee District of MNR may identify strong pockets of development potential that would stimulate interest in the extension of the season for goose camps or the development of new camps primarily concerned with angling and hunting.

The most suitable operational pattern for the James Bay Goose Camp at North Bluff Point, acquired by MNR in 1981, is now under discussion. Several alternative uses have been cited and should be fully explored in a concept feasibility study to be conducted by MNR or by a private consulting group under contract to the Ministry. In addition, or perhaps as an alternative, to goose hunting, the camp might function as an accommodation facility for natural history programs operated as an adjunct of the Polar Bear Express. The Canadian Wildlife Service has used the camp as a field research base in recent years and might develop some form of demonstration project to increase the tourist attraction of the site. Unfortunately, water access is difficult and unreliable; strong ebb tides often make it difficult to leave the estuary of the Moose River. Under normal water conditions the camp is about two kilometers from shore; with strong offshore winds that drive the waters across the shallow foreshore, it may be necessary to beach as far as six kilometers away. When the camp operated as a private goose camp, a runway sufficient to take a DC3 was available on the beach ridge, but this disturbed geese in the adjacent hunting areas. Possibly backpackers travelling on the Polar Bear Express could hike the approximately 16 kilometers overland from Moosonee to the camp.



TABLE 10

YEAR ESTABLISHED, LOCATION, DESCRIPTION AND CAPACITY OF  
INDIAN ANGLING AND HUNTING CAMPS IN ONTARIO NORTH OF 50° BY MNR DISTRICT, 1982

Camp	Year Est.	Location	Description	Capacity
<u>A. MNR COCHRANE DISTRICT</u>				
1. Angie's Sport Fishing Joe Angie Noelville		Base Camp Totem Point. Lodge Upper Kesagami Lake South of 50°  Outpost Camps(3) Small lake 5 km SE of New Post: 306-142 Small Lake Maund Twp 200-82 Echo Lake just south of 50°	3 cabins	15
2. Keewatin Kino-Shoo Sport Camp Sinclair Cheechoo Moose Factory	1975 under IEDF	Base Camp East Shore of Kesagami Lake	2 cabins	8
Subtotal A, Cochrane District		Base Camp 1 Outpost Camps 3	2 cabins 3 cabins	8 15

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
<u>B. MNR GERALDTON DISTRICT</u>				
1. Fort. Hope Development Corp. Camps Louis Waswa et. al. Fort Hope	1969	Kenozhe Lake	2 cabins	10
	1969	Triangular Lake	2 cabins	10
	1971	Peninsular Lake	2 cabins	8
	1973	Machawaian Lake	2 cabins	10
	1973	Purchase Lake	2 cabins	10
	1979	Opikeigen Lake	1 cabin	8
	1979	Spence Lake	1 cabin	6
	1980	Trading Lake	Est. 2	10
		Sub-total	14 cabins	72
2. John's Camps John Baxter Fort Hope	1966	Grassy (Teabeau) Lake	1 cabin	4
	1973	Albany River, Nottick Island	1 cabin	4
	1973	North Shore Washi Lake	1 cabin	4
	1977	Attawapiskat River, west side Pym Is.	2 cabins	10
		Sub-total	5 cabins	22
3. Lansdowne House Camps J. Moonias and Peter Ostamus Lansdowne House	1973	Eyes Lake	2 cabins	6
	1977	Bateau Lake	2 log cabins	10
	1979	Blackbush Lake	1 cabin	6
	1979	Richter Lake	Est. 1	6
		Windsor Lake	1 log cabin	7
		Sub-total	7 cabins	35

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
B. <u>MNR GERALDTON DISTRICT</u>				
4. Winisk River Camps M. Suganqueb and P. Jacob Webequie	Begun 1968 Permits issued 1971 1971 1973  1973  1973  1978	Winisk River, Bearhead Winisk River, Tashka Ashweig River, Croll Lake Ashweig River, Sourdough Rapids Ashweig River, Straight Lake Winisk River, First Rapids	2 cabins 2 cabins 2 cabins  2 cabins  2 cabins  2 cabins	11 11 10  12  10  11
Subtotal B, Geraldton District		Sub-total	2 cabins	65
		24 camps	38 cabins	194
C. <u>MNR MOOSONEE DISTRICT</u>				
1. Albert Chookomolin's Sport Fishing Camp A. Chookomolin Hawley Lake via Winisk	1980	Northwest shore Hawley Lake	4 log cabins (Anglers bring own Coleman stove and food)	6
2. Joseph and Madeline's Hunting and Fishing Camp J. & M. Chookomolin Hawley Lake via Winisk	1979	Northwest Shore Sutton Lake near Sutton Narrows	2 log cabins Sauna Shed	6

TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
C. <u>MNR MOOSENEE DISTRICT</u>				
3. Joseph Chookomolin's Sport Fishing Camp J. Chookomolin	1979	Northeast shore Hawley Lake	1 or 2 plywood buildings of 10 buildings on home area	6
4. Wheesk Angling Camp	1982	Under development		
Subtotal C, Moosonee District		3 camps	8 cabins	18
D. <u>MNR NIPIGON DISTRICT</u>				
1. Ogoki Wilderness Lodge Ogoki River Guides Manager: Phil Robinson Under contract		South shore Whitewater Lake (Ogoki Reservoir)	2-storey log lodge, 15 bed- rooms with bath and fireplace One of best facilities North of 50°	30
E. <u>MNR RED LAKE DISTRICT</u>				
1. Loree Lake Camps Morley Meekis Deer Lake		<u>Outpost Camps</u> Cobham Lake Loree Lake Swain River	Under Construction	



TABLE 10 Continued

Camp	Year Est.	Location	Description	Capacity
F. <u>MNR SIOUX LOOKOUT</u> <u>DISTRICT</u>				
1. Big Trout Lake Northwest Shore Camp		Outpost Camps Northwest shore Big Trout Lake	2 cabins	8
2. Birch Point Camp	1971	Outpost Camp Big Trout Lake	1 cabin	8
3. Bug River Camp Indian Affairs		Base Camp South shore Big Trout Lake	3 cabins + Managers cabin	20
4. Fawn River Camp Indian Affairs	1971	Outpost Camp Downstream from Big Trout Lake	(2 cabins) Not operational	(8)
Subtotal F, Sioux Lookout District		3 camps	6 cabins	36
TOTAL Indian Angling and Hunting Camps		33 camps	72 cabins/rooms	301

Source: District offices of Ministry of Natural Resources and Department of Indian Affairs and Northern Development.

While the camp is exposed to strong cold winds blowing off the bay, some winter use might be developed. An opportunity and feasibility study might reveal a broad field of market and natural resource opportunities and constraints, of interest in any consideration of prospects for a broadening of the operating base of goose camps in the Tidewater region into summer and, perhaps, winter activities.

There has been a continuing interest in angling and hunting camp operations in the Indian communities of Webequie, Fort Hope and Lansdowne House in DIAND's Nakina District since the late 1960's and perhaps even earlier. Further growth is almost certain. In 1982, the Constance Lake Band expressed an interest in obtaining land use permits from the Hearst District of MNR to build and operate camps at the upper end of the Rogers Road in Rogers Township and also near Indian Reserve 166. The Ministry indicated a willingness to comply. Guests would be flown into the camps from Carey Lake by Hearst Air Services and from Forde Lake by Forde Lake Air Services. Moose hunting would be conducted in the vicinity of the camps and river angling on the Kabinakagami River between the camps. A wilderness canoe trip to the Albany Forks and possibly to the coast could be developed.

Indians at Osnaburgh House, accessible by provincial highway, have engaged a representative of Canadian Executive Services Overseas (CESO) to conduct a cursory evaluation of potentials in the immediate vicinity of the community for sport camp development. Some site-specific project development planning and proposal preparation could follow.

In that part of Ontario North of 50° situated within the Sioux Lookout District of DIAND, sport camp development has occurred in only two of 18 Indian communities; the Bug River Camp of Big Trout Lake was started in 1977 and the Fawn River Camp of the Angling Lake Band was built in 1981. Judging from the extent of interest recently expressed, it is reasonable to assume that there will be extensive development-oriented activity in this district once the underlying constraints are lifted.

About four years ago, the Deer Lake Band, which operated a tent frame moose hunting camp and one fishing cabin, was discussing the development of a large-scale enterprise involving about \$500,000 in investment in 16 fully-equipped cabins. It would appear that each Indian wanted to manage a cabin while others guided; the concept appears unrealistic.

In general discussions with the Sioux Lookout District administrators of DIAND, representatives of Cat Lake, Round Lake and Bearskin Lake Reserves have mentioned a desire to enter the sport camp development field. Nothing of substance has been done to date.

In 1980, the Sachigo Lake Band submitted a request to the Red Lake District of MNR to obtain a land use permit for a camp on Echoing Lake.



Plate 3: Angling party breaking for lunch on the Sutton River, Hudson Bay Lowlands

This was refused on the grounds that no survey of the carrying capacity of the lake had been completed and that no permit could be granted for an outpost camp without a main base camp or satisfactory accommodation in the community to meet the needs of guests in transit to and from the outpost camp. The Band is now considering a motel type of accommodation on the Reserve which would serve as a staging facility for sportsmen arriving by plane. The development would essentially involve taking over a DIAND facility already in place.

Ernie and Joe Crowe have discussed the development of a goose hunting camp about 65 kilometers northwest of Fort Severn, requesting a \$40,000 grant from the Sioux Lookout District of DIAND for this purpose. Before issuing a land use permit, MNR wants the prospective operators to present a pro forma statement indicating the anticipated scale of the operation and market prospects. Moreover, MNR wishes to ascertain possible impacts on the present goose camps at Fort Severn. There may be a suspicion that the Indians could be the front for an operator flying out of Fort Frances.



### Cabin and Hotel Accommodation and Restaurant/Snack Bar Facilities in the Communities

In recent years, some interesting and encouraging Indian owned and operated tourist-related accommodation and restaurant facilities have been established in the Tidewater region and at Fort Hope. While tourism is expected to provide only a modest portion of the total revenue (government, resource exploration and research parties are the major elements), these facilities represent the initial ventures of a local band or individual Indian entrepreneurs in the field.

In 1981, the first Indian owned and operated hotel-type accommodation enterprises in the Tidewater region were opened at Kashechewan and Attawapiskat. While sportsmen and landscape tourists will be accommodated in these facilities, the main immediate market is expected to be government personnel, business travellers and research workers. If these entrepreneurs are successful, similar facilities may be built in Fort Severn, Fort Albany, Moose Factory and several other settlements in Ontario North of 50° within the next few years.

The Kashechewan (Kash) Inn, a Band owned and operated facility, was approved for funding under the Socio-Economic Development Fund of the James Bay District of the Department of Indian Affairs and Northern Development in May 1981 with the estimated capital cost at completion being about \$70,000. The inn accommodates eight persons in four rooms. Bedding, linen and light housekeeping facilities are provided with the guests bringing their own food and doing their own cooking. Rates have been tentatively set by the Band at \$32 single and \$64 for two per night. Possibly the double rate will be reduced to \$56.

The Attawapiskat (Joe's) Motel, owned by Mr. Joe Okimau, will accommodate ten people in five rooms. This also is a light housekeeping arrangement in which the guests bring their own food. Rates are currently set at \$28 per person per night but are scheduled to increase to \$32 single and \$64 double when the inn is completed. The development history of this facility is somewhat more complicated than that at Kashechewan. Mr. Okimau purchased the former Hudson's Bay Company Staff House at Attawapiskat and repaired it. With this as an equity of \$9,480, he applied to the economic development group of DIAND for a loan of \$10,200 to move the building to a new site and to connect with sewer and water facilities of the school. The application was approved in August, 1980.

At Fort Hope, the local development corporation owns and operates a six-room hotel under the management of Mr. L. Waswa. It meets the needs of business travellers and at times supplies accommodation to sportsmen in transit to angling and hunting camps.

Of the 18 communities in the Sioux Lookout District of DIAND, there is reasonably good cabin accommodation at Sandy Lake, Big Trout Lake and Round Lake. This type of accommodation at Pikangikum and Fort Severn is poor. There appears to be adequate traffic at a number of communities in this district to support small hotel development.



TABLE 11

YEAR ESTABLISHED, LOCATION, DESCRIPTION AND CAPACITY OF  
INDIAN HOTELS AND MOTELS IN ONTARIO NORTH OF 50°, 1982

Hotels and Motels	Year Est.	Location	Description	Capacity
1. Fort Hope Hotel Fort Hope Development Corp. Fort Hope		Fort Hope	6 rooms	12
2. Joe's (Attawapiskat) Motel J. Okimau Attawapiskat	1981	Attawapiskat	5 rooms	10
3. Kash Inn Kashechewan Band Kashechewan	1981	Kashechewan	4 rooms	8
TOTAL Indian Hotels and Motels		3 enterprises	15 rooms	30

Source: District offices of Ministry of Natural Resources and the Department of Indian Affairs and Northern Development.

DIAND has had a cabin at Big Trout Lake for many years, constructed for the use of government personnel travelling in the area. It has been used on numerous occasions by anglers at the Bug River Camp unable to get in and out because of poor weather conditions. The Band expressed an interest in taking over the cabin and building a hotel of its own. There appears to be a considerable volume of traffic here, including government personnel, anglers, and drilling exploration crews, to support such a facility. The Band was granted \$12,500 in 1981 to complete a feasibility study for a band office and a hotel. As the latter received no attention in investigations, a request was made in 1982 for additional funding for this purpose.

At Bearskin Lake, a three-bedroom log cabin was built for tourist use in 1981. Actually, it is too crude for these purposes having no water and no washing facilities, a 45-gallon drum as a heating stove and a two-burner Coleman stove for cooking.

The business viability of restaurants and snack bars in Indian communities in Ontario North of 50° must rest primarily on the local market. In special situations, such as at Moose Factory, tourism can provide an important supplemental market opportunity, possibly moving the operation into a very attractive profit position.

In this study, no complete inventory of facilities of this type in Ontario North of 50° was undertaken. Some known operations are mentioned briefly.

In 1981, Mr. James Rickard, the owner/operator of the Tidewater Goose Camp, opened a temporary snack bar in a building in the Indian residential section of Moose Factory, primarily for tourists. Business proved to be good on a 12-month basis, so he erected a larger sheet-metal building in the spring of 1982 as a restaurant and snack bar that will be operational on an all-year basis.

TABLE 12

INDIAN OWNED AND OPERATED HOTEL-TYPE ACCOMMODATION FACILITIES  
IN THE TIDEWATER REGION, 1981

Item	Kashechewan (Kash) Inn	Attawapiskat (Joe's) Motel
<u>Owner</u>	Local Band	Joe Okimau
<u>Financed Under</u>	Social/Economic Development Fund DIAND	Owners Equity Indian Eskimo Development Fund of DIAND
<u>Estimated Capital Cost and Scale</u>	\$70,000 4 rooms - Eight person capacity - Housekeeping	\$20,000 5 rooms - 10 person capacity - House- keeping
<u>Rates (Tentative) per Night</u>	\$32 single \$64 double	\$32 single \$64 double

Source: Department of Indian Affairs and Northern Development, James Bay District.

At Big Trout Lake, a building providing food service and having two pool tables was completed and opened for six days in 1978 for the winter carnival. Because of the substantial transient population at Big Trout Lake, it could be a very profitable, labour-intensive venture. A good profit was shown in the initial stages of the operation. In July 1980, the bank balance totalled \$5,000, but by December 1980 there was a deficit of \$13,000. By January 1981, the deficit had been reduced to \$2,300. Once again, management decisions, particularly Band diversion of funds to other projects and the creation of employment beyond the operating needs of the facility, appear to have given rise to financial difficulties.

At Fort Severn, Mr. Jack Stoney has successfully operated a restaurant/snack bar facility in conjunction with a pool hall for a number of years.





## DEMAND AND MARKETING

In the initial treatment of this vital topic, a general background is presented. The brief statement of the major market segments and their primary accommodation facility requirements relative to Ontario North of 50° establishes the general parameters of the demand pattern. On the basis of the findings of a study of the hunting and fishing lodge industry in 1977, the salient features of the demand pattern for all northern Ontario are presented.

Attention then shifts to the more specific aspects of the demand and marketing patterns for facilities in Ontario North of 50°. Included in the group are the Polar Bear Express, Indian goose camps and Indian angling and hunting facilities.

### A MARKET SEGMENTATION VIEW

As indicated in Chart 2, past experience indicates the presence of two distinct segments in the commercial hunting, angling and wilderness travel market available to Ontario North of 50°. Each market has its unique set of associated facility and service demands, and natural environmental needs.

CHART 2

#### ENVIRONMENTAL DEMANDS AND FACILITY AND SERVICE REQUIREMENTS OF THE COMMERCIAL HUNTING, ANGLING AND WILDERNESS TRAVEL MARKET IN ONTARIO NORTH OF 50°

Market	Environmental Demands	Facility and Service Requirements
Vacation	Multiple natural recreation opportunities in a northern setting  Angling, hunting and whitewater canoeing in a remote wilderness setting are a secondary consideration	Luxury resort or Moderate cabin/cottage
Remote Wilderness Adventure	High quality undeveloped remote natural angling, hunting and canoe/snowmobile travel opportunities	Modest base and outpost camps with wilderness travel facilities or Luxury lodge and outpost camps

Due to climatic limitations, the multiple activity type of vacation market is closed to most of Ontario North of 50°. Highway locations in its southwestern sections in the vicinity of Sioux Lookout and southward from Red Lake represent modest exceptions. Here, natural landscape attributes have sufficient strength to attract and satisfy those on a highway landscape tour or those seeking a composite activity outdoor vacation, possibly on a family basis, of angling, boating, hiking, beaching/bathing, wildlife observation or local landscape touring. This southwestern area, however, does not possess the resource strengths to meet the needs of the multiple activity, luxury resort market. The focus of marketing therefore must be on middle-income groups seeking moderately priced, highway-accessible cabin/cottage accommodation for their annual vacation, and on retired people with similar requirements for perhaps a slightly longer duration. The exclusion of Ontario North of 50° from the multiple activity, luxury resort market represents a significant limitation for tourism development which must be recognized and accommodated in future planning.

The natural and cultural supply factors available for tourism development over most of Ontario North of 50° clearly indicate that the remote wilderness angling, hunting, canoeing, and snowmobile adventure travel market is the component on which the bulk of attention should be focused. It would appear that the major demand in this case is for modest base and outpost camp facilities with guided wilderness canoe and snowmobile landscape tours. Excessive commercialism and comfort can dissuade the large portion of the market who are experienced or semi-experienced campers able to take care of themselves and for whom a degree of roughing-it is part of the enjoyment. Quality angling, hunting and wilderness environment are the main supply demands.

There is an upper limit to the tariffs that the market for remote sport camps will bear, after which there is a sharp, dramatic drop in demand. Alternative angling, hunting and adventure opportunities are available in other parts of North America and abroad. The strength of the market demand for high-priced, luxury angling and hunting lodges in Ontario North of 50° remains highly uncertain. A serious investigation of this prospective market is required immediately because of the high local employment and income that might be generated by luxury facilities. In effect, this market, if it could be feasibly tapped by Ontario North of 50°, could represent the key to a more economically efficient utilization of the natural sport fishing and hunting resources of Ontario North of 50°.

The train excursion market for the Polar Bear Express and the Moosonee/Moose Factory destination area facilities represents a special component of the vacation market, namely the landscape tour based on the package bus trip or private automobile party moving across or into the northeastern portion of northern Ontario. The demand is for moderately priced accommodation, or no accommodation at all in the case of the same-day-return excursion trip from Cochrane. Same-day-return travellers represent the major component of the total volume of tourists using the Polar Bear Express.

## AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

From an overview of the results of the demand and market survey completed in 1977 as part of the study of the hunting and fishing lodge industry in all of northern Ontario [32], some useful insights can be obtained relative to the objectives of this study. Unfortunately, extreme caution must be exercised in applying the general patterns and specific statistical measures to Ontario North of 50°, especially to sport camp operations in remote areas.

### Trip Motivation

As would be expected from a study of the fishing and hunting industry in northern Ontario, sporting activities were shown to be the dominant motivational factors for trips. This was the case with 92 per cent of the Americans and 55 per cent of the Canadians. Angling is clearly the foundation of the demand.

TABLE 13

PURPOSE OF VISITS TO FISHING AND HUNTING CAMPS IN NORTHERN  
ONTARIO, 1977

Main Purpose of Trip	Americans %	Canadians %
Sport Activity		
Fishing	84	34
Hunting	4	15
Wilderness Travel	<u>4</u>	<u>6</u>
Sub-Total	<u>92</u>	<u>55</u>
Family Vacation (some hunting & fishing)	10	28
Family Vacation (no fishing & hunting)	2	14
Camping/Sightseeing	1	3
Other	1	4
No Response	<u>1</u>	<u>-</u>
TOTAL (Multiple Responses)	107	104

Source: Reference [32]

The situation with respect to the family vacation as a main trip purpose is significant for Ontario North of 50°. The percentage values reflect the presence of a large number of operations in the more southerly locations in northern Ontario which have moved into the family vacation market over the years as the remote frontier flavour and the quality of the fish and game resources began to decline markedly. Operators North of 50° cannot successfully make such a shift due to climatic limitations. Of importance, Americans do not seem to be attracted by the new family vacation image and opportunities.

### Residential Origin

In terms of residential origin, Americans dominated the market pattern, representing two-thirds (66 per cent) of the guests. Residents of the north central United States (Illinois, Indiana, Iowa, Kansas, Michigan, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin) were the major group (55 per cent). Ontario residents (27 per cent), especially those from the south (18 per cent), represented the second important market. Those living in other Canadian provinces and countries other than the United States were insignificant in the total market pattern.

An important difference in market residential origin patterns of the eastern (Cochrane, Temiskaming), central (Thunder Bay), and western (Kenora) portions of northern Ontario is immediately evident from the data presented in Table 14. In the eastern Cochrane/Temiskaming area, Ontario residents dominated (56 per cent); they decreased towards the central sections (Thunder Bay, 22 per cent) and fell off sharply in the western area (Kenora, four per cent). This is largely a reflection of distance from the major urban centres of southern Ontario. The reverse pattern is observed for Americans, who dominated the western parts (Kenora, 89 per cent), and the central portions (Thunder Bay, 72 per cent), but declined rapidly towards the east (Cochrane/Temiskaming, 38 per cent). These patterns were substantiated in discussions with the operators of facilities in the southern part of Ontario North of 50° and along major highways immediately to the south. They are not applicable, however, to sport camp operations in the remote northern parts of the study area.

The majority of the Canadian guests resided in metropolitan areas (59 per cent), mainly in centres with a population of 50,000 to 1 million (39 per cent). The comparable values for American guests were lower, 39 per cent and 23 per cent respectively. Rural and small urban centres represented a very important recruitment pool in the case of American guests (57 per cent). The corresponding statistic for Canadians was markedly lower (38 per cent).



TABLE 14

ORIGIN OF GUESTS BY GEOGRAPHIC LOCATION AT FISHING AND HUNTING  
CAMPS IN NORTHERN ONTARIO, 1977

Geographic Origins of Guests	Ontario Tourism Administrative Districts							
	Cochrane/ Temiskaming		Thunder Bay		Kenora		All Northern Ontario	
	No.	%	No.	%	No.	%	No.	%
N. Ontario		20		13		2		9
S. Ontario		36		9		2		18
Sub-Total Ontario		56		22		4		27
Other Canadian		5		3		7		4
Sub-Total Canadian		61		25		11		31
N.E. USA		14		3		2		8
N.C. USA		18		62		81		53
Other USA		7		7		6		5
Sub-Total USA		39		72		89		66
Other Countries		1		3		-		1
TOTAL		100		95		100		
No Response	40		53		130		502	

Source: Reference [32]

### Party Composition

Data for party composition are of interest. Among American guests there was a reasonably even distribution between parties composed of family only (33 per cent), non-family groupings (39 per cent) and a mixture of both (27 per cent). In the case of Canadian parties, just over one-half (51 per cent) consisted solely of family members, possibly reflecting the higher proportion of vacationing groups among Canadian guests. Unfortunately, the natural resource foundations of a large part of Ontario North of 50° are not suitable for the requirements of the family vacation holiday.

TABLE 15

ORIGIN OF GUESTS BY COMMUNITY TYPE AT FISHING AND HUNTING  
CAMPS IN NORTHERN ONTARIO, 1977

Community Type	American	Canadian
	%	%
Metropolitan Areas		
Large (pop 1 million)	16	20
Small (pop 50,000 to 1 million)	23	39
Sub-Total	39	59
Small Urban (pop less than 50,000)	27	18
Rural	30	20
No Response	4	2

Source: Reference [32]

### Socio-Economic Profile Characteristics

Data for age composition showed that Canadians entering the market were younger than Americans. About 30 per cent of the Canadians were 24 to 34 years of age compared with 16 per cent for the Americans. Sixty-seven per cent of the Canadian guests were between 35 and 44 compared with 40 per cent for the Americans. In the age groups 45 to 64, the proportions for Americans (44 per cent) and Canadians (42 per cent) were roughly similar.

Interestingly, the retirement age group of 65 years and over was not strongly represented: Americans ten per cent and Canadians four per cent. Considering the overall age distribution of the North American population, it would appear that the considerable early retirement market was under-exploited, especially for angling.

TABLE 16

SOCIO-ECONOMIC PROFILES OF GUESTS AT FISHING AND HUNTING  
CAMPS IN NORTHERN ONTARIO, 1977

Parameter	American	Canadian
	%	%
<u>Party Composition</u>		
Family Only	33	51
Non-Family	39	28
Both	27	18
No Response	1	3
<u>Age Class</u>		
25 years and under	3	6
25-34 Years	16	30
35-44 Years	24 } 40	27 } 57
45-54 Years	26	21
55-64 Years	18 } 44	11 } 32
65 Years and over	10	4
No Response	2	-
<u>Marital Status</u>		
Single	7	14
Married	88	80
Widowed/Separated/Divorced	4	6
No Response	1	-
<u>Occupation</u>		
Professional	18	16
Owner/Executive/Manager	22 } 40	26 } 42
Sales	7	8
White Collar	7	12
Skilled Labour	22	24
Unskilled Labour	4	6
Farmer	3	-
Homemaker	1	-
Retired	13	6
Unemployed	-	-
Student	1	-
No Response	2	1

TABLE 16 Continued

Parameter	American	Canadian
	%	%
<u>Income Class</u>		
\$15,000 and under	14	9
\$15,000-19,999	18	15
\$20,000-24,999	17	18
\$25,000-29,999	14	21
\$30,000-34,999	10	12
\$35,000 and over	22	17
No Response	5	7

Source: Reference [32]

Married persons dominated the guest composition: Americans 88 per cent and Canadians 80 per cent. In one sense the pattern is a logical consequence of age composition. On the other hand, when the substantial and growing percentage of divorced and separated people in North American society is considered, the percentage values for this group (American, four per cent and Canadian, six per cent) are low.

In the occupational context, the owner/executive/manager (American, 22 per cent and Canadian, 26 per cent) and the skilled labourer (American, 22 per cent and Canadian, 24 per cent) were the most strongly evidenced in the guest pattern. Professional people (American, 18 per cent and Canadian, 16 per cent) were also prominent. The retired category (American, 13 per cent and Canadian, six per cent) ranked a considerably distant fourth.

There is a surprisingly even distribution by income class considering the strong concentration of professional and owner/executive occupation classes previously noted. About 32 per cent of the American guests and 24 per cent of the Canadian guests earned less than \$20,000. Only 32 per cent of the American and 14 per cent of the Canadian guests earned over \$30,000. This appears to be a middle-to-lower middle-income market, something that could have major implications for the scale and sophistication of future tourist facility planning and development in Ontario North of 50°.



### Occupancy Rates

The occupancy rates by month revealed the seasonal rhythm of demand. The patterns and individual values displayed in Table 17 have varying degrees of relevance for the situation in Ontario North of 50°, and therefore must be applied with reservation and discretion.

There were marked differences between the districts in the monthly occupancy rates for all facilities. The patterns for the administrative districts of Thunder Bay and Kenora were typical for those of the southern parts of Ontario North of 50° in that there was a high rate of occupancy in the spring fishing season (May and June) ranging from 79 to 96 per cent, and an easing of demand in the summer months (July and August) with rates ranging from 53 to 69 per cent. September occupancy was primarily in response to improved fall angling potentials. In contrast, the pattern for Cochrane/Temiskaming, with its pronounced strength in the high summer season (July, 93 per cent and August, 84 per cent), probably reflected a high proportion of operations located along Highway 11 and dependent on highway tourist traffic and also operations well to the south where the summer family vacation dominates. It certainly was not typical of sport camp operations located immediately to the south of Ontario North of 50° where spring angling opportunities resulted in high May and June occupancy rates.

The pattern of occupancy rates for the outpost camps was typical of most similar operations in the southern parts of Ontario North of 50°. The pronounced emphasis on the spring fishing season (May and June), when occupancy rates ranged from 96 to 98 per cent signifying virtually complete occupancy, is obvious. The decline in the high summer season of July and August in the Kenora District, with rates ranging from 42 to 45 per cent, was typical. In the Thunder Bay District, summer season occupancy rates were maintained at a somewhat higher level (57 to 64 per cent), perhaps due to a stronger mixed fishing and vacation business in its southerly parts. The recovery of occupancy rates in the fall angling season, characteristic of locations in the southern parts of Ontario North of 50°, was clearly evidenced in the statistics for Kenora (September, 56 per cent and October, 76 per cent). Fall hunting was also an important factor in this case.

The trailer site enterprises, for which occupancy rates were shown only on an all-northern Ontario basis, were confronted with two major problems. First, all-season occupancy rates (18 per cent) were below requirements for business viability. Second, the monthly range from a low of five per cent in May and October to a high of only 35 per cent in July was hopelessly unacceptable. Only primitive facilities involving limited capital investment, perhaps offering little more than a field in which to park, could survive with these levels of occupancy. The situation has obvious disturbing implications for the future planning and development of facilities of this type in Ontario North of 50°.

TABLE 17

OCCUPANCY RATES FOR THE FISHING AND HUNTING  
LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Occupancy Rates	Cochrane/ Temiskaming	Thunder Bay	Kenora	All Northern Ontario
	%	%	%	%
<u>All Facilities</u>				
May	38	96	79	
June	37	93	90	
July	93	69	53	
August	84	61	69	
September	38	48	62	
October	46	34	49	
All Season	61	66	67	
<u>Outposts</u>				
May		98	96	
June		96	97	
July		64	42	
August		57	45	
September		55	56	
October		47	76	
All Season		68	65	
<u>Trailer Sites</u>				
May				5
June				10
July				35
August				25
September				10
October				5
All Season				18

Source: Reference [32]

### Tariff Levels

While the absolute dollar values of the tariffs shown in Table 18 are outdated (1977), general comparisons have current practical application. Remote fly-in or non-road-accessible facilities of every type command markedly higher tariffs. In this regard, Table 18 provides a monetary measure of the value of remoteness, or stated in another manner, the cost of the loss of remoteness through the construction of forest management access roads or a highway such as the Detour Lake road. Actually, the loss to operators in the southern parts of Ontario North of 50° and in areas immediately to the south is even greater where a shift to a family-type vacation enterprise is not possible due to climatic limitations.

TABLE 18

TARIFFS AND INCOME TO OPERATORS FOR THE FISHING AND HUNTING  
LODGE INDUSTRY IN NORTHERN ONTARIO, 1977

Tariffs and Income to Operators	Dollars/Guest/Week
<u>Road-Accessible</u>	
American Plan	\$ 175
Housekeeping	124
Outpost	187
<u>Non-Road Accessible</u>	
American Plan	250
Housekeeping	174
Outpost	221
<u>Income to Operators</u>	
Primary Source	234
Secondary Source	124

Source: Reference [32]

Where the fishing and hunting enterprise was the primary source of income for the operator, average tariffs were much higher (90 per cent), generally reflecting a higher level of service. The situation in which the sport camp business is associated with a scheduled or charter air business represents an important exception to this generalization respecting primary and secondary income sources. Many outpost camps and related facilities operated by this group are of a high standard and command a high tariff.

When the camps are a secondary source of income, the operation often provides a lower level of service, frequently little more than a boat and shelter from the elements. In this case, there is a strong probability that the natural fish and game resource is being sold to sportsmen coming from outside the area at an amount far below its real economic value. In effect, the resources could support a much higher level of capital investment, service and tariffs, all requisites for a strong, viable, high-class industry generating attractive levels of profit and wages. Failure to respond to the quality of the biological base with a commensurate level of capital and operating investment results in the waste of potential economic benefits. This is precisely what is occurring in many parts of northern Ontario.

## THE POLAR BEAR EXPRESS

### Ridership Volume

Traffic volume on the Polar Bear Express from 1965 to 1980 is shown in Table 19. Similar data for the inaugural year of the service in 1964 are not available.

Over the 16 years of operation from 1965 to 1980, there has been considerable fluctuation in ridership volume and in the average number of passengers carried per trip. A substantial decline beginning with the 1975 season and persisting through to 1978 stimulated enrichment and enhancement programs for the excursion and the Moosonee/Moose Factory destination area, financed mainly by the Ministry of Northern Affairs. Costs to date have reached at least a half million dollars in public funds, and the involvement of the province shows no immediate signs of terminating.

The Polar Bear Express can carry 600 passengers per trip. At its low ebb of popularity in 1976 and 1977, it averaged only 45 to 46 per cent of this capacity. By 1979 and 1980, the market increased greatly so that these values rose to 72 and 60 per cent respectively. This might be interpreted as response to the enrichment program. Much room for improvement is evidenced by the fact that ridership still remains at about 40 per cent below seasonal capacity.

The zenith of travel volume on the Polar Bear Express occurs in the period surrounding the August holiday weekend. The 14-day span from the third week in July to about the middle of the second week in August can be considered the peak level period when travel volume is twice that of the early and late season. Prior to July 1, a large percentage of the travel is associated with student trips.



TABLE 19

RIDERSHIP ON THE POLAR BEAR EXPRESS BY  
ONE-WAY PASSENGERS, 1965 to 1980 (1)

Year	Trips	Passengers			
		Number	Index	No. per Trip	Index
1965	12	5,000	100	416.7	100
1966	11	5,220	104	474.5	114
1967	19	6,638	133	339.4	81
1968	20	10,648	213	532.4	128
1969	40	16,211	324	405.3	97
1970	40	16,742	335	418.8	100
1971	41	26,481	529	645.9	155
1972	65	31,913	638	491.0	118
1973	56	21,142	423	377.5	91
1974	69	34,108	682	494.3	119
1975	70	22,129	443	316.1	76
1976	73	19,654	393	269.2	65
1977	65	18,100	362	278.5	67
1978	63	21,372	427	339.2	81
1979	63	27,302	546	433.4	104
1980	63	22,638	453	359.3	116

Source: Ontario Northland Transportation Commission

(1) Total one-way passengers have been calculated as the sum of the northbound and southbound travellers divided by two.

### Receipts and Tariff Structure

Receipts from ticket sales and food operations totalled \$476,464 in 1979, and \$427,373 in 1980, a drop of about 10 per cent. As would be expected, the distribution pattern for revenues by week coincides with that for travel volume.

The fare structure for the Polar Bear Express from Cochrane to Moosonee, or in combination with the Northlander from the metropolitan Toronto market, is attractive. Tariffs of this magnitude are well within the range of virtually the entire economic spectrum of the tourist market. In fact, they are a real bargain compared with prevailing travel costs to similar destination areas in Canada or abroad.

TABLE 20

SEASONAL DISTRIBUTION OF TRAFFIC VOLUME AND RECEIPTS FOR THE  
POLAR BEAR EXPRESS, 1979/1980

Week Ended		Passengers One-Way (1)				Receipts Fares & Food Total North & South Trips			
1979	1980	1979		1980		1979		1980	
		No.	Index	No.	Index	\$	Index	\$	Index
Jun 24	June 22	387		323		6,839		5,863	
Jul 1	June 29	1,485	100	1,176	100	27,399	100	22,157	100
Jul 8	Jul 6	1,741	117	1,437	122	30,180	110	27,528	124
Jul 15	Jul 13	2,337	157	1,994	169	40,740	149	36,960	167
Jul 22	Jul 20	2,991	201	2,102	179	51,870	189	39,655	179
Jul 29	Jul 27	3,538	238	2,752	234	61,574	225	52,299	236
Aug 5	Aug 3	3,616	243	2,996	255	62,855	229	57,034	257
Aug 12	Aug 10	3,236	218	2,604	221	56,641	207	49,808	225
Aug 19	Aug 17	2,695	181	2,418	206	47,203	172	44,220	199
Aug 26	Aug 24	2,871	193	2,598	221	48,826	178	48,966	221
Sep 2	Aug 31	2,158	145	2,049	174	37,782	138	39,006	176
Sep 3	Sep 1	246		189		4,555		3,877	
TOTAL		27,301		22,638		476,464		427,373	

Source: Ministry of Northern Affairs

(1) Total one-way passengers have been calculated as the sum of the northbound and southbound travellers divided by two.

The excursion package trips include two nights' accommodation in Timmins in every case. Tours No 2. and 4, (the four-day, three-night trips) also provide one overnight stay at Polar Bear Lodge in Moosonee. The shorter tours, No. 1 and 3, include the standard Moosonee/Moose Factory tour while the longer trips, No. 2 and 4, offer the Wilderness Excursion complete with a box lunch and guided tour of Moose Factory Island.

TABLE 21

TARIFFS OF THE POLAR BEAR EXPRESS AND  
CONNECTOR RUNS, OCTOBER 1981

Trip Component	Cost In Dollars (One Way)	
	Northlander	Train 187-488
<u>Connector Run</u>		
Toronto to Cochrane (776 km)	51	44
<u>Polar Bear Express</u>		
Cochrane to Moosonee (299 km)	17	17
TOTAL	68	61

Source: Ontario Northland Transportation Commission

TABLE 22

PACKAGE EXCURSION TARIFFS OF THE POLAR BEAR EXPRESS AND  
CONNECTOR RUNS, OCTOBER 1981

Package Excursion	Cost In Dollars (Return Fares)		
	Single	Double	Child
<u>Toronto to Moosonee</u>			
Sun, Mon, Tues, Wed, Fri No. 1, 3 days/2 nights	205	190	100
No. 2, 4 days/3 nights	260	230	110
<u>Timmins to Moosonee</u>			
Sun, Mon, Tues, Wed, Thur, Sat No.3, 3 days/2 nights	105	90	50
Sun, Mon, Tues, Wed, Sat No. 4, 4 days/3 nights	155	130	60

Source: Ontario Northland Transportation Commission, 1982.

About 62 per cent of people responding to a questionnaire distributed to riders of the Polar Bear Express in 1981 indicated that train fares were as expected, while 20 per cent said they were lower than anticipated. Twelve per cent said they were higher than expected, difficult to explain considering their modest level. The remaining six per cent made various other comments. About 62 per cent of the families travelling indicated that they had taken advantage of the special family plan fare while 38 per cent said that they had not.

It is reasonable to assume that problems in ridership volume are not associated with excessive tariffs. In effect, they must be related to marketing procedures, product quality at the destination area or some major weakness in the overall pattern of supply and demand for tourism in northeastern Ontario. The latter possibility is of major interest and concern from the standpoint of tourism planning and development in Ontario North of 50°.

Canoe and snowmobile transportation costs for the summer and winter wilderness travel enthusiasts are reasonable. The return transport cost per canoe from Toronto — canoes, incidentally cannot be transported on the Northlander — is \$150 return. This is a reasonable tariff, especially when shared by two persons.

TABLE 23

CANOE TRANSPORTATION COSTS ONE-WAY, OCTOBER 8, 1981

From	To	Cost in Dollars
Toronto	North Bay	24
North Bay	Cochrane	30
Cochrane	Moose River Crossing	18
	Moosonee	21
Toronto	Moosonee	75

Source: Ontario Northland Transportation Commission



Snowmobile tariffs, a factor of consequence in the development of a winter wilderness travel experience in the Tidewater region, are of interest. Many enthusiasts of the sport living in the metropolitan Toronto area and in the vicinity of North Bay would probably be willing to pay \$300 and \$180 respectively to enjoy the use of their own equipment, especially if some special recognition were provided such as a plate to mount on their snowmobile. Possibly a considerable reduction in tariffs for both persons and machines could be arranged through volume club travel. Those living within a 100-kilometer radius of Cochrane would probably consider having their own equipment hauled by the ONR on the reduced uncrated, self-help basis. It also is certain, however, that a large percentage of the snowmobile wilderness travel market would consider machine rental at the destination to be a more reasonable alternative.

TABLE 24

## SNOWMOBILE TRANSPORTATION COSTS

ONE-WAY, 1981/1982

Segment	Cost in Dollars
Toronto to Moosonee, Combined CP and ONR (machine must be crated)	
Average rate	150.00
Fuel surcharge of 5.8%	8.70
	<u>158.70</u>
North Bay to Moosonee, ONR (uncrated, minimum 600 lbs)	90.00
Cochrane to Moosonee, ONR (uncrated, minimum 600 lbs)	75.00
Cochrane to Moosonee, ONR Special (uncrated, drained of gasoline, owner responsible for loading, securing and off-loading)	30.00

Source: Ontario Northland Transportation Commission, 1982.

## Traveller Profiles and Trip Reactions

From questionnaire surveys conducted in 1978, 1980 and 1981, characteristics of travellers and their reactions to the Polar Bear Express and the destination area facilities were obtained. Selected aspects of the results of the 1981 survey are summarized from data contained in the computer printouts.

### **Residence and Occupation**

Two questions related to the development of a visitor profile, residence and occupation, are of interest. No attempt was made in that study to obtain income information.

As shown in Table 25 indicating the residential origins of the ridership, Ontario residents represented the primary market of the Polar Bear Express (70 per cent), and the southern, more densely-populated sections were paramount (61 per cent). About 15 per cent of the riders lived in the Toronto area. Residents of other Canadian provinces were inconsequential, probably because the automobile travelling tourists who represent the bulk of the summer recreation/vacation travel to Ontario from the rest of the nation move along east-west highway arteries well to the south of the Cochrane terminal of the excursion train. In effect, the observed pattern likely is attributable to structural constraints imposed by continental highway vacation route alignments rather than to major limitations in the attractiveness of the Polar Bear Express.

Overall, Americans appear to be only modest users of the excursion train at 19 per cent. Moreover, it seems that a substantial number are on package tours that include a number of Ontario regions. The Polar Bear Express, a real travel bargain and extremely popular with retired or middle-aged people, is an attractive inclusion. The American North Central Census Region, which represents a strong market area for tourist facilities in all northern Ontario, supplies 10 per cent of the excursionists. The states of Michigan (3 per cent) and Ohio (3.5 per cent) were the most important of this group. The Northeastern Census Region accounted for 6 per cent. Pennsylvania held the dominant position providing 4.1 per cent of the total ridership. The Polar Bear Express does not appear to draw from the Southern and Western Census Regions to any appreciable extent.

In a study in 1980, information respecting the occupation of the riders was obtained. Retired people (19.7 per cent) led the list followed by business/self-employed/technical (17.0 per cent), student (14.9 per cent) and trades/factory/labour (12.4 per cent). The mid-volume grouping included housewife (8.7 per cent), professional (8.7 per cent), civil servant (7.2 per cent) and teacher (5.5 per cent). A varied group of occupational categories including farmer, salesman, secretary, rail transportation and unemployed made up the remaining 5.9 per cent.

TABLE 25

PERMANENT RESIDENCE OF RIDERS ON THE POLAR BEAR EXPRESS, 1981 (1)

Permanent Residence	No.	%
<u>Canada</u>		
Ontario		
(a) Northern	166	9
(b) Southern	1,084	61
(c) Subtotal Ontario	1,250	70
Western Canada	12	1
Eastern Canada	26	2
Subtotal Canada	1,288	73
<u>United States</u>		
Northeastern Census Region	116	6
North Central Census Region	181	10
South Census Region	34	2
West Census Region	10	1
Subtotal United States	341	19
<u>Rest of World</u>	146	8
TOTAL	1,775	100

Source: Ministry of Northern Affairs

- (1) Data in the computer print-out have been highly aggregated to produce the table. The total of 1,775 responses represents a 7.8 per cent sample of 22,638 one-way travellers in 1980.

### Trip and Travel Characteristics

Trip and travel characteristics were probed to a considerable extent in a 1981 survey. Information was requested on trip purpose, party size and mode of transport.

In the case of trip purpose, leisure time travel, particularly the recreational landscape tour, represented the dominant reason for riding the Polar Bear Express. Almost all Indian passengers use the normal scheduled train service leaving Moosonee three days a week.

About 62 per cent of the parties contained three or more persons, indicating the attractivity of the Polar Bear Express for families and perhaps the package tour aspects of the market. Thirty-three per cent of the parties consisted of two people. Only five per cent of the riders travelled alone.

TABLE 26

#### PURPOSE OF TRIP OF RIDERS ON THE POLAR BEAR EXPRESS, 1981

Purpose of Trip	Responses	
	No.	%
Landscape Tour		
Recreation	1,628	91
Train Ride	73	4
Subtotal Landscape Tour	1,701	95
Visit Friends & Relatives	38	2
Leisure Time Travel	1,739	97
Business		
Personal	12	
Company	12	
Subtotal Business	24	1
Others	31	2
No Response	11	
TOTAL	1,805	100

Source: Ministry of Northern Affairs



TABLE 27

MODE OF TRANSPORT USED TO REACH  
THE POLAR BEAR EXPRESS, 1981

Mode of Transport	No.	%
Bus	203	11
Rail	77	4
Auto	1,317	74
Air	17	1
Package Tour, ONR	91	5
Package Tour, Other	29	2
Other	44	3
TOTAL	1,778	100

Source: Ministry of Northern Affairs

From the information on transportation shown in Table 27, it is evident that the Polar Bear Express is essentially a feature attraction for the automobile landscape tourist moving across or about north-eastern Ontario. For some motorists it may have been the main magnet that drew them into the Timmins/Cochrane region. Only five per cent of the riders used one of the four available package tours offered by the ONR. This and the two per cent value for other types of package tours are far below normal expectations.

In summary, the Polar Bear Express is apparently a tour of interest primarily to the landscape automobile tourist. Moreover, the fact that 33 per cent did not make reservations suggests there is a large element of impulse buying involved, something in which price is a critical determinant.

About 31 per cent of the respondents to the question dealing with accommodation said that they used camping facilities, suggesting that they were probably on an extensive landscape tour. Another 53 per cent used motels and hotels. About 16 per cent indicated other forms; possibly the homes of friends and relatives were of importance in this case.

About 66 per cent of the respondents to the question concerning length of stay in the Cochrane area recorded two nights. About 18 per cent stayed only one night while 16 per cent stayed three or more nights. Clearly, most riders stay in the Cochrane area the minimum amount of time required to meet the travel schedule of the Polar Bear Express in a reasonably comfortable manner. Those in package tours are forced into Timmins for accommodation.

## Marketing and Promotion

Two questions related to marketing and promotion aspects arise. One is concerned with the time of trip planning and the other with the means whereby riders became aware of the excursion train.

About 76 per cent of the respondents to the first question indicated that they started to plan the trip between June and September 1981. Only 11 per cent did so before January and about 13 per cent between January and May. It would appear that advertising and promotion during the summer season is most effective. Perhaps advertising along major tourist travel arteries leading towards Cochrane would be profitable.

Word-of-mouth was the major means of learning of the Polar Bear Express (33 per cent), with another 17.5 per cent indicating that they had "known about it for years". Another 18 per cent were made aware of the Polar Bear Express through printed brochures. Electronic media advertising apparently had limited impact (television, five per cent and radio, two per cent). In contrast, newspapers drew the attention of 11 per cent of the riders. Travel agents were said to be the medium for five per cent and other forms accounted for 11 per cent. Apparently the wholesale and retail travel trade does not push the excursion tours to any great extent, and perhaps mainly as part of a more comprehensive trip in which it is one of several attractions.

## User Satisfaction

An attempt was made to determine user satisfaction with both the Polar Bear Express and the destination area facilities. Marked differences were noted in this respect.

There was a high rate of satisfaction recorded for the Polar Bear Express. About 96 per cent of the respondents said they found the train comfortable and 89 per cent indicated that they would recommend the trip to their friends, a very important finding considering the importance of word-of-mouth advertising. Fifty-five per cent said they would consider a return trip. The hostesses from the trip were rated friendly and courteous by 99 per cent of those replying to the question and knowledgeable by 98 per cent. The train crew was accorded similarly high satisfaction scores for friendly, courteous and accommodating service. The dining car staff scored equally high for friendly, courteous and efficient qualities. Finally, there was a high level of satisfaction felt with the restaurant and snack bar used by 90 per cent of the riders. For the restaurant cars, the food was rated as follows: very good, 38 per cent; good, 35 per cent; satisfactory, 24 per cent; and poor, three per cent. The snack bar scored as follows: very good, 25 per cent; good, 39 per cent; satisfactory, 32 per cent; and poor, four per cent. Considering the perennial complaints about food services associated with ground transport, the foregoing scores must be considered very encouraging.

When asked which aspect they most enjoyed, 63 per cent stated the train ride. The low percentage scores for Moose Factory (21 per cent) and Moosonee (13 per cent), clearly suggest limitations in the impact of the destination area. That 67 per cent of the respondents felt that the limited time available to them in Moosonee/Moose Factory was "just right" and 11 per cent that it was "too long" tends to substantiate the foregoing impression. However, 22 per cent did feel that the layover time was "too short".

## INDIAN GOOSE CAMPS IN THE TIDEWATER REGION

### Market Area Relationships

The broad geographic market for four goose hunting camps in the Tidewater region owned by the Ministry of Natural Resources is shown in Table 28. While the data are based on an analysis of confirmed bookings submitted to MNR by the agents in early September 1981, this is probably a reasonably accurate representation of the ultimate seasonal pattern.

Considering the four camps in combination, Americans accounted for 71 per cent of the guests and Canadians for 28 per cent. Tourists living outside North America were inconsequential, clearly indicating that the overseas market has not yet been developed to any degree.

There was considerable variation between the individual camps with respect to the dominance of Americans: Anderson's, 61 per cent; Kapiskau, 63 per cent; Kashechewan (Hughes), 76 per cent; and Winisk, 88 per cent. With Ontario residents now representing between 37 and 39 per cent of the market for two camps (Anderson's and Kapiskau), and 28 per cent overall, it is clear that advertising and promotional activities directed towards sportsmen in this province are highly advisable.

Within the American market, the primary focus for the four camps combined is upon the American Northeast Census Region (35 per cent) and the North Central Census Region (39 per cent). Taken together these regions supplied 74 per cent of the American guests. The South Census Region ranked third with 21 per cent while the West Census Region, supplying only five per cent, was relatively insignificant.

The pattern by individual States for the four camps considered singly and in total is of interest. The situation can be conveniently summarized in terms of ranking and index number relationships as in Table 29.

When the four camps are combined, Michigan is the leading state market area and has been accorded Rank I and an Index value of 100. It also ranks first in the case of Kapiskau and Kashechewan (Hughes) Camps and second at Anderson's and Winisk Camps. This is clearly the prime state market area, standing 43 per cent above second-ranking Pennsylvania which has an index value of 57. However, Pennsylvania ranks first in the market pattern for Anderson's Camp.

MARKET AREA OF FOUR CREE INDIAN GOOSE HUNTING CAMPS, 1981

Market Area	Camps											
	Anderson's			Kapiskau			Kashechewan (Hughes)			Winisk		
	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area	No. of Hunters	% of Market Area Sector	% of Total Market Area
United States Sector	88	100	61	55	100	63	90	100	76	65	100	88
Northeast Region	44	50	31	15	27	17	39	43	33	5	8	7
Maine	5						4					
Massachusetts	3											
New Hampshire	4			15						3		
New York	6						15					
Pennsylvania	26						16					
Vermont							4			2		
North Central Region	25	28	17	40	73	46	26	29	22	24	37	32
Illinois	3			2			4			1		
Indiana				6								
Michigan	18			25			19			11		
Minnesota				3						6		
Missouri										9		
Ohio	4						3			1		
South Dakota										1		
Wisconsin				4						3		
South Region	10	11	7				18	20	15	36	55	49
Florida	4											
Georgia							1			2		
										12		



TABLE 28 Continued

Market Area	Camps											
	Anderson's			Kapiskau			Kashechewan (Hughes)			Winisk		
	No. of Hunters	% of Market Area	% of Total Market Area	No. of Hunters	% of Market Area	% of Total Market Area	No. of Hunters	% of Market Area	% of Total Market Area	No. of Hunters	% of Market Area	% of Total Market Area
South Region Continued												
Kentucky	6											
North Carolina												
South Carolina												
Tennessee												
West Region	9	10	6				7	8	6		16	5 4
California												
Colorado	5						2				2	
Hawaii							3				8	
Montana	4						2				2	
Canada Sector	56	100	39	32	100	37	27	100	23	5	120	28
Alberta	12											
New Brunswick												
Nova Scotia												
Ontario	44			26			5			2	12	
Quebec				6			22			3	5	
Off-Continent Sector							1	100	1	4	5	1
England												
Italy							1			4	1	
TOTAL Market Area	144		100	87		100	118		100	74	423	100

Source: Ministry of Natural Resources, Moosonee District

TABLE 29

LEADING AMERICAN MARKET AREAS FOR FOUR CREE INDIAN GOOSE HUNTING  
CAMPS, 1981

American State	Camps						
	Anderson's	Kapiskau	Kashechewan (Hughes)	Winisk	Combined		
	Rank	Rank	Rank	Rank	No.	Rank	Index
Michigan	II	I	I	II	73	I	100
Pennsylvania	I		II		42	II	58
New Hampshire		II			22	III	30
New York	III		II		21	III	29
Tennessee			III		18	IV	25
South Carolina				I	17	IV	23
North Carolina	III						
Maine	IV						
Colorado	IV						
Georgia				II			

When the four camps are combined, Michigan is the leading state market area and has been accorded Rank I and an Index value of 100. It also ranks first in the case of Kapiskau and Kashechewan (Hughes) Camps and second at Anderson's and Winisk Camps. This is clearly the prime state market area, standing 43 per cent above second-ranking Pennsylvania which has an index value of 57. However, Pennsylvania ranks first in the market pattern for Anderson's camp.

New Hampshire and New York, both in the Northeast Census Region, have been accorded Rank III in the combined camp market pattern. With index values of 30 and 29 respectively, their reduced importance relative to Michigan is clear. Tennessee and South Carolina, both in the South Census Region, have been accorded Rank IV, having index values only about 25 per cent of those of Michigan.

North Carolina, Maine and Colorado rank III and IV at Anderson's Camp but do not attain this level of significance when all four camps are considered. Georgia, with Rank II in the market pattern for Winisk, is in a similar position.

In Table 30, the division between American and Canadian tourists at the Hannah Bay Camp of the Ontario Northland Transportation Commission in 1977 and 1982 is summarized.

Over the five-year period, Americans have been much less prominent (59 per cent) compared with the situation at the Cree Indian goose camps as a whole (71 per cent). In 1980 and 1982, however, the percentage values of 67 and 62 respectively for Americans were much closer to those of the Cree Indian camps. Actually, the situation was similar to that at Anderson's (61 per cent) and Kapiskau (63 per cent). The fact that all these camps are marketed by the same agent may explain the similarity. It might also suggest that the market distribution shown in Table 31 is a reasonable approximation of the market origin for camps in the Tidewater region as a whole.

TABLE 30

THE AMERICAN AND CANADIAN PORTION OF THE MARKET FOR  
HANNAH BAY GOOSE CAMP, 1977 to 1981

Year	American Hunters		Canadian Hunters	
	No.	% of Total	No.	% of Total
1977	56	44	70	56
1978	63	53	55	47
1979	85	64	48	36
1980	97	67	48	33
1981	91	62	55	38
TOTAL	392	59	276	41

Source: Ontario Northland Transportation Commission.

### Marketing Structures

The marketing arrangements for the goose camps in the Tidewater region are summarized in Table 31. Private Indian and non-Indian camp owners market their product directly to the consumer. In the case of the camps of the Ministry of Natural Resources, marketing agents are employed in every case.

Many of the smaller private camp operators appear to undertake limited advertising and promotional marketing activities. They rely on repeat business, personal contacts in market areas, guests brought in by charter aircraft operators and some who arrive by private plane.

TABLE 31

MARKETING ORGANIZATION FOR GOOSE HUNTING CAMPS IN THE TIDEWATER REGION,  
1982

Camps	Marketing Organization	
	Owner/Operated	Agent
I <u>Indian Owned &amp; Operated Camps</u>		
1. Gabe's Goose Camp	Self marketed <u>Advertising</u> - brochures and magazines <u>Promotion</u> - sport shows Ontario (Toronto), USA	Employee of Ontario Northland Railway in North Bay at 8% commission
2. Halfway Point Camp	Self marketed	Camp leased annually to charter air service that markets it
3. Papamatao Camp	Mainly repeat business	
4. Shagamu Camp	Charter air service	
5. Stoney's Fort Severn Camp	contacts important	
6. Stoney's Little Camp	Self marketed Repeat business	
7. Sutton River Camp	Charter air service contacts important	
8. Tidewater Goose Camp	Self marketed <u>Advertising</u> - brochures and magazines (Sports Afield) <u>Promotion</u> - sport shows Ontario (Toronto), USA - Cleveland, Pittsburgh, Detroit Handles all bookings and transport arrangements from Moosonee to camp	
II <u>Natural Resources Owned &amp; Supervised - Indian Managed</u>		
1. Anderson's Camp		R.L. (Bob) Moore Enterprises Inc. R.R.#1 Corbeil, Ontario
2. James Bay Camp		Same as Anderson's Camp
3. Kapiskau Camp		Same as Anderson's Camp



TABLE 31 Continued

Camps	Marketing Organization	
	Owner/Operated	Agent
4. Kashechewan (Hughes) Camp		Mrs. Shirley Johnson 566 Algonquin Ave. North Bay, Ontario P1B 4W7
5. Winisk Camp		Outdoor Adventures Ltd. 1529 Seaview Drive Mississauga, Ontario L6J 1X7
III <u>Non-Native Camps</u>		
1. Hannah Bay	Marketed by <u>Ontario Northland</u> <u>Transportation Commission</u> 195 Regina Street North Bay	Trek Safari Florida, USA No commission, they add their commission to sale price of hunt package quoted by ONTC

Source: Ministry of Natural Resources, Moosonee District

In contrast, the direct marketing procedures are quite sophisticated in the case of Gabe's, Tidewater and Hannah Bay Camps. Advertising in sport magazines, the preparation of brochures and promotion at sport shows in Ontario and the United States are the responsibility of the camp operator. Moreover, he must make arrangements for air and local boat transportation from Timmins or Moosonee to the camp. Up to 1981, the Cree Indian operators have received financial support under the federal-provincial Resources Development Agreement for the printing of brochures and promotional activities at sport shows in Canada and the United States. For the 1982 season, the costs of promotion were defrayed under the Northern Ontario Rural Development Agreement (NORDA) program. In the near future, the owners must assume full financial responsibility for marketing.

Among the privately owned camps, Gabe's Goose Camp was marketed in part by an agent operating out of North Bay on a 10 per cent and later 8 per cent commission basis. Guests are sent to the Hannah Bay Camp by Trek Safari in Florida but no commission is paid; the agent simply adds his percentage to the standard package rate charged by the camp.

There can be several advantages to the operator in directly marketing the product. Profits otherwise accruing to agents can be captured, thereby increasing gross income by 10 per cent or perhaps somewhat more. Direct marketing offers the operator an opportunity to travel outside the Tidewater region, presumably broadening his business horizons and perspectives. It may render the operator less vulnerable to demand fluctuations arising from shifting market conditions and shifts in sale and retail agency interest generated by a variety of factors, including greater alternative income prospects, increasing buyer resistance and generally decreasing interest.

All camps owned and supervised by the Ministry of Natural Resources are marketed through agents. All enquiries sent to the Ministry of Natural Resources regarding booking arrangements for these camps are directed to the appropriate agents.

R.L. (Bob) Moore Enterprises Incorporated of Corbeil, about 25 kilometers east of North Bay, has been the marketing agent for Anderson's, Fort Albany and Kapiskau Camps for a number of years. He is thoroughly knowledgeable about the business and has developed excellent contacts through his involvement in the operation of the Hannah Bay Camp of the Ontario Northland Railway. The Kashechewan (Hughes) Camp is marketed by Mrs. Shirley Johnson of North Bay, who is the daughter of the former owner and familiar with the repeat clientele and the general marketing operations of the camp. In 1978, Meridian Plastics (Travel Division) of Byesville, Ohio assumed marketing for the 15-man Kashechewan Camp as a result of previous contacts and experience with the facility over a number of years. With the closing of the camp in 1980, their marketing functions ceased. The Winisk Camp has been marketed by Les Nyulie of Outdoor Adventures Ltd. in Mississauga. The arrangement was abruptly terminated in 1982 when the camp was transferred to local Indian ownership and operation.

Beginning in the 1979 season, all agency arrangements were awarded on a tender basis for a two-year period. By September 1 of each season, 50 per cent of the payments due to the camp for confirmed bookings must be submitted by the agent to the Moosonee District Office of the Ministry of Natural Resources. The remaining 50 per cent must be received at the conclusion of the camp operating season.

### A Cautionary Comment

The economic recession of 1982 in Canada and the United States exerted a noticable depressing effect on camp revenues and profits to both the booking agents and the camp operators. While the bookings were strong in the early months of 1982 (January to March), cancellations were numerous as the deadline for final payments and deposit of refunds approached. Some camps, however, held up remarkably well and even increased slightly in hunter volumes in spite of an overall depressed position.

At Kashechewan (Hughes) Camp, one entire hunt was cancelled and one of the five hunts conducted was not fully booked by the agent. When the Winisk Camp closed somewhat earlier than normal, about 40 hunters had been booked by the agent, only about 35 per cent of capacity. It would appear that at a price of \$950 per hunt, the highest for any goose camp in the Tidewater region, the camp encountered strong buyer resistance in the depressed economic environment. It could be coming close to pricing itself out of the market if the recession deepens and prolongs. Hannah Bay Camp, the second highest priced camp in the region, was strongly affected, down two full hunts, one when Trek Safari in Florida cancelled out about midyear. Overall, the market for the camp sagged by about 20 per cent. Kapiskau enjoyed about six more hunters than the previous year while Anderson's declined by about 12 hunters.

It would be dangerous, and in the long run suicidal, to assume that the goose camp market is inelastic. In effect, it is elastic or subject to increases and decreases reasonably proportional to price changes, particularly in depressed economic environments such as that of 1982. Price differentials between the camps could become very significant because the product sold, a snow goose hunt with most camps delivering the quota of birds and providing a reasonably comparable atmosphere, is fairly uniform. Finally, alternative opportunities of a similar nature can be purchased elsewhere. A trip from New York to Iceland with goose hunting (no limit), salmon angling and sightseeing in Reykjavik and surrounding country can be purchased for \$1,600. The cost of return air transportation from Timmins to Winisk is approaching 50 per cent of that for a return package from southern Canadian and American markets to Great Britain.

#### OJIBWAY COUNTRY WILDERNESS AND WINISK RIVER ANGLING AND HUNTING CAMPS

The marketing operations of the Ojibway Country Wilderness Camp and the Winisk River Camps, conducted since 1980 under a contract with Jerome Knap of Waterdown, Ontario, provide an interesting example of the use of an experienced and energetic booking agent for angling and hunting camps in Ontario North of 50°. The two camps operated as a single unit between 1976 and 1979 when they received financial support under the Local Employment Assistance Program (LEAP) of Canada Department of Citizenship and Immigration. Since the summer of 1979, they have been operated on a separate basis.

Mr. Knap, a wildlife sport camp feature writer, markets several native operations in high eastern Arctic Canada in addition to these Indian facilities. Included in the group are a char fishing camp at Pangnirtung, a polar bear hunt at Pond Inlet and a muskox hunt at Grise Fiord. He considered it necessary to expand to marketing these facilities in order for his Canadian operations to be viable. He also



handles wild animal hunting and viewing safaris to Africa. The pattern of multiple facility marketing is typical of the industry. Indian sport camp operations in Ontario North of 50° cannot expect to receive the total attention of a marketing agency.

In 1979, Jerome Knap visited Fort Hope to prepare a feature magazine article on the sport fishing opportunities of the area and initiated arrangements to serve as the booking agent for the Ojibway Country Wilderness Camps in the 1980 season. In 1980, he also began to book guests to the Winisk River Camps. This pattern of incidental contact with the marketing structure for sport camps in southern Canada and the United States is common for Indian sport camps.

As indicated in Table 32, there has been a steady increase in the volume of guests sent to the camps by this agent between 1980 and 1982. In 1981 and 1982, the Ojibway Camps were running at about 50 per cent of capacity. The corresponding ratio for the Winisk River Camps was somewhat less.

TABLE 32

AGENT BOOKINGS FOR INDIAN OPERATED ANGLING CAMPS IN THE NORTH  
CENTRAL PART OF ONTARIO NORTH OF 50°, 1980 to 1982

Year	Ojibway Country Wilderness Camps (1)	Winisk River Camps
1980	206	24
1981	208	62
1982 (2)	250	90

Source: Knap Booking Agency, Waterdown, Ontario

(1) Includes the Fort Hope Group of Camps (Lakes Opikeigen, Kenozhe, Machawaian, Peninsular, Spence, Triangular); the Baxter group (Lakes Washi, Teabeau); and the Lansdowne Group (Lakes Richter, Bateau, Windsor, Eyes, Blackbirch).

(2) Values for 1982 were estimated on the basis of bookings received by January 1982. The optimal target for 1982 was 300 guests.

In 1981, the package rates for the Ojibway Camps were increased by 40 per cent over the 1980 tariff. Very little repeat business was lost and the total volume increased slightly. This suggests that the camps were marketed previously at substantially below the true market value.



The spring fishing season at the 13 Ojibway Country Wilderness Camps extends from approximately the last week in May to about July 7. All camps are usually open by the last Friday in May and the season is of six weeks duration at most. The fall angling season extends from Labour Day weekend to about September 26. At nine of the lakes, or 69 per cent of the camps, angling conditions are satisfactory only in the spring and fall seasons. Four camps on Opikeigen, Machawaian, Bateau and Windsor Lakes can function all summer. The Winisk River Camps operate from June to September at a reasonably even level of utilization. Guests arrive at Webequie to begin a down-river trip to Silver Rapids, Bearhead, and Tashka camps, fishing for trout, pike, walleye and whitefish en route. The superb scenic qualities of the trip are an added attraction.

There is a considerable difference in the essential market area focus of the two camp enterprises. The Ojibway Camps draw heavily from the blue collar class of the American border states of Illinois, Michigan, Minnesota and Wisconsin. In contrast, the Winisk River Camps draw more from states at a greater distance including Florida, California and New England, with many of the guests being business and professional people.

The logistics of the camps are relatively simple. To reach the Ojibway Camps, guests fly at their own expense to Fort Hope or Lansdowne House using Austin Airways' scheduled airline services from Thunder Bay. From these settlements, they are flown by Kyro Air Services to the camps, the cost of the flight being included in the quoted package price. Positioning charges for the aircraft based at Jellicoe can be high. Two courses of action were taken in 1982 to counteract this situation. Guest rates for a two-person party were increased by 40 per cent but those for a four-person party by only 15 per cent in an attempt to encourage more economical use of charter aircraft. Secondly, negotiations were under way to secure better rates from Kyro Air Services, possibly by inducing them to base a plane at Fort Hope and thereby eliminate positioning charges. Positioning charges are a major problem for many camp operations, as was noted in the discussion of the logistics of goose hunting camps in the Tidewater region. To reach the Winisk River Camps, guests fly from Thunder Bay via Geraldton to Webequie using Austin Airways. Flights from Sioux Lookout via Pickle Lake to Webequie are also available. From the Webequie settlement, guests boat directly downstream to the three river camps, angling en route. The cost of the air transport to Webequie is not included in the package price.

Things are kept simple at the destination end. Guests bring in their own food and do their own cooking under housekeeping or modified American plan rates. A full American plan is available at a higher charge if desired. The rates indicated in Table 33 do not include air transport costs to Fort Hope, Lansdowne House or Webequie, food for guests and guides, excess baggage charges, fishing licenses, tips to guides, sleeping bags, air mattresses or the fly-out of an animal in the case of moose hunting.

Compared with the cost of a three-day goose hunt in the camps of the Tidewater region, the rates are of the same general magnitude although the product is, perhaps, not quite so exotic. The differential in tariffs per person in a party of two and four, ranging from \$160 to \$300 and averaging \$200, is a reflection of aircraft positioning and charter cost economies through volume use.

Moose hunting appears fairly easy to sell, but fear of overloading the plant with resultant hunter dissatisfaction imposes constraints. Ojibway Country Wilderness Camps are marketed on a two-week season basis in which six or seven parties containing 24 to 28 hunters in total are booked. There may be a possibility of extending this season to three weeks. The Winisk River Camps (Webequie) introduced a trophy hunt in 1981 in which no cows can be shot and only 23 kilograms of meat can be taken out by the hunter. Apparently moose entered the area only about a decade ago. The constraint on meat weight created some buyer resistance in the North American market but is not of consequence when the hunter comes from a great distance or from offshore areas such as Germany. In 1981, the agent booked three hunters (two Texans and one German) and the target for 1982 was eight to ten hunters. It would not be difficult to sell 20 package hunts to the Webequie area but such a volume could severely strain the current capability of the system to deliver a quality hunting experience.

The camps have been promoted and marketed at sport shows in Toronto and several American cities, including Detroit, with the costs being underwritten by the Department of Indian Affairs and Northern Development (DIAND) or the Local Employment Assistance Program (LEAP) of the Canada Employment and Immigration Commission (CEIC). The policy generally was to send a different Indian to each show, often with some non-Indian backup support. Visitation to a number of shows can be costly and onerous for one man, particularly if he vigorously pursues direct selling from the floor and personal visits to past and prospective clients. The cost of a single show is in the order of \$2000, considering floor space rental (approximately \$400), transportation of display, food and lodging. The operator or marketing agent therefore must be highly selective in his attendance at sport shows and pursue very active marketing procedures to make the effort profitable.

Beginning in 1980, the Ministry of Northern Affairs (MNA) provided special grants to various northern Ontario tourism associations for a regional display in the Sportsmen's Show at Toronto in an attempt to further develop this metropolitan market. In 1980, MNA also operated a small pilot project at this show in a van. The display, supported by a grant to the North of Superior Travel Association, was considerably larger in 1981. In 1982, the James Bay Travel Association was given a \$40,000 grant to function as the lead group for six of seven regional tourism associations. The Sunset Regional Association considered that it had no major interest in the Toronto market and hence declined. In 1983, the Almaguin Nipissing Travel Association administered the special grant for these purposes. Within the space of the regional display allotted to each region, 14 or 15 private operators set up their individual displays. Each operator pays for his individual allotment of floor space within the regional display.

TABLE 33

HOUSEKEEPING OR MODIFIED AMERICAN PLAN RATES FOR OJIBWAY  
COUNTRY WILDERNESS CAMPS AND WINISK RIVER ANGLING CAMPS, 1981

Camps	\$ Cost per Person by Numbers in Party			
	2	4	6	8
<b><u>Five-Day Trips</u></b>				
<b><u>Fort Hope Group</u></b>				
Opikengen, Kenozhe, Machawaian Lakes	560	400	400	400
Triangular Lake		350	320	300
<b><u>Baxter Group</u></b>				
Washi Lake	560	400	400	400
Teabeau Lake	675	460	450	450
<b><u>Lansdowne Group</u></b>				
Richter Lake	560	400	400	400
Bateau, Windsor Lakes	675	460	450	450
Eyes Lake	770	550	575	550
Blackbirch Lake	730	520	600	520
<b><u>Winisk River Camps</u></b>	510	510	590	-
<b><u>Seven-Day Trips</u></b>				
<b><u>Fort Hope Group</u></b>				
Triangular Lake	-	400	375	350
Peninsular, Spence Lakes	620	460	450	450
<b><u>Baxter Group</u></b>				
Washi Lake	620	460	450	450
Teabeau Lake	730	520	520	520
<b><u>Lansdowne Group</u></b>				
Richter Lake	670	460	450	450
Bateau, Windsor Lakes	730	520	520	520
Eyes Lake	820	520	600	520
Blackbirch Lake	780	575	610	570
<b><u>Winisk River Camps</u></b>	660	660	630	-

Source: Knap Booking Agency, Waterdown, Ontario



The \$40,000 grant was directed to the preparation of the outer shell designed to create a major visual impact at the show. The individual exhibitors paid a base rate of \$4 per square foot plus a premium to cover the space of blocked-off aisles created by the group arrangement. The grant will be extended by MNA to the 1983 and 1984 seasons at most, after which time the associations must use their own resources if they wish to continue.

Floor space at the Sportsman's Show is limited, so that it will likely prove difficult for new lodges or new exhibitors to enter the event within or outside the group exhibit. They could be required to wait until some present exhibitor drops out of the show. It would be possible to enlarge the northern Ontario regional exhibit only if tourist facility operators exhibiting outside its limits in the past decided to come into the project, bringing their space allotment with them. In effect, it could be difficult for new Indian sport camp enterprises or older established operators not previously exhibiting in the Sportsmen's Show to obtain required space to exploit the Toronto market.

A serious attempt is now under way by the agent to open the German market. A brochure in German was in the planning stage in 1982 with a proposed three-way split in costs among the Canadian agent, Air Canada and the German agent, or possibly DIAND. Commissions to the foreign agent will be in the order of 15 to 18 per cent. It is difficult if not impossible to secure effective marketing through European agents if commissions of this order, and at times as high as 20 to 25 per cent, are not paid. They have alternative lucrative packages available to them in other areas.

The agent for the Winisk River Camps is considering marketing a variety of holiday experiences in addition to the standard angling and moose hunting. A guided canoe trip from Webequie settlement down the Winisk River to the community of Winisk on the coast, in the heart of Polar Bear Provincial Park, is available. Some experienced canoeists undertake this trip each year under their own resources, in which case Webequie functions essentially as a starting and supply point and receives limited economic benefit. There is a guided 12- to 14-day trip from Webequie to Winisk at varying rates depending on the party size. For 1981 the rates were as follows: ten people, \$985; eight people, \$1150; six people, \$1450. One canoe for every two canoeists and two guides per party are supplied. The guests bring their own food and camping gear.

Market prospects for a spring and/or fall bear hunt appear good. While the northern Ontario hunter regards this animal more as a nuisance, Germans and other Europeans consider the black bear to be a trophy animal. A package tour might be developed for couples. The women could stay in Toronto for shopping, sightseeing, touring to Niagara Falls and visits to cultural facilities. The men could either proceed directly to the Indian settlements for the bear hunt or go after a weekend stay in Toronto, during which a trip to Niagara Falls



might be made. A package of this type should prove attractive to the air carriers, the wholesale/retail marketing agents and the local Indian settlements. Everything depends on the ability of the area to deliver a successful hunt with reasonably high consistency and the willingness of the Indians to participate.

Admittedly such a package could be offered from locations farther south, such as North Bay or Huntsville. A major problem there, however, centres around the influx of hunters on low-cost packages designed largely to attract the blue collar, American border state market. This reduces the attractiveness of the area to the high-priced foreign market. Perhaps the Indian settlements can develop an exclusive, higher priced, quality adventure hunt, particularly when suitable accommodation is available in the community.

Some consideration has been given by the marketing agent for the Winisk River Camps to the development of a winter adventure program built around trapping. It would focus on those parts of the season that are not prime trapping months. Some guests might be taken in November and December, but the main effort would be in February and March. The trappers' camps and cabins would be cleaned up to receive guests, but the holiday would be built around a true working trapline experience. Guests would travel to the cabins by snowmobile from Fort Hope, Webequie or Lansdowne House. Limited ice fishing and bird shooting could be additional attractions.

#### **BUG RIVER CAMP: BIG TROUT LAKE BAND**

##### **Guest Volume and Origin Area**

The Bug River Camp capacity is 18 guests. Over an average operating season of 92 days from June 15 to September 15, the camp can offer 1,656 angler days to 331 sportsmen on five-day fishing trips. In some years, fishing opens as early as June 5.

Attendance at Bug River Camp in recent years has been as follows: 1976 - 50; 1977 - 60; 1978 - 36; 1979 - 70; 1980 - 82; 1981 - 102; 1982 - estimated 108. Assuming that each guest stayed five days, the average length of stay for a package deal, there were 540 angler days at the Bug River Camp in 1982, about 33 per cent of capacity. Clearly, a major build-up in the marketing efforts is required. Encouragingly, the important repeat business is building up slowly.

The bulk of the business occurs in the 32 days from June 15 to July 15, dropping sharply in the 39-day span from July 16 to August 24 and picking up a little in the 21 days of fall from August 25 to September 15. Acutally, there is good angling all season, although the lake trout move to the deeper water in the summer season of mid-July to mid-August. Attempts to obtain heavier camp utilization in the mid-summer and late fall portions of the season could substantially benefit the viability of the operation.

From an origin area standpoint, residents of Minnesota, New York and the Carolinas are prominent with only a few Canadians from Toronto and Winnipeg in the guest list. In large part, this may be attributable to the strong American focus in the booking agency arrangements as noted subsequently.

### Marketing Arrangements

A variety of procedures for the marketing of the Bug River Camp have been adopted from its inception in 1971 to the present. These are reviewed in considerable detail since they are representative of the range of problems encountered in Indian camps to date.

From 1971 to 1976, the bookings for Indian camps on Big Trout Lake prior to establishment of the Bug River Camp were handled by DIAND's Sioux Lookout District. The operation was small and the occupancy rate low, dependent largely on guests brought in by a few charter airline operators.

In 1976, the Great Plains Bag Company of Des Moines, Iowa, which had used Indian camps in DIAND's Nakina District since 1971, shifted its business to the Big Trout Lake camps. This was due, to some extent, to the transfer of the official of the federal department handling its bookings to the Sioux Lookout District. The company was pleased with the angling at Big Trout Lake but disappointed with the poor quality of the cabins and guide services. The possibility of securing this market on a continuing basis, however, prompted the establishment of the Bug River Camp in 1976.

From 1976 to 1978 inclusive, correspondence and bookings for the Bug River Camp were handled by the DIAND Sioux Lookout District. Indians were sent, at DIAND expense, to sport shows in Toronto, Cleveland, and Chicago. During this period Dan Gopen, a sport writer (World of Fishing) and booking agent, promoted the camp, placing articles in 53 papers, visiting the camp and starting production of a film for which no funds were available for completion.

In 1976 and 1977, the Great Plains Bag Company was the central market of the Bug River Camp, supplying 50 or 60 guests per season. From 1978 onwards, the importance of this company in the market pattern for the camp declined, both absolutely and proportionately. It was bought out by the American Can Company, the president of which was an ardent golfer. Guests sent to the Bug River Camp by the corporation dropped to between 36 and 42 in six or seven parties distributed over the summer season. From 1977 to 1980, the company flew in its own plane, which carried six anglers with baggage or eight without baggage and landed on the air strip at Big Trout Lake. The plane was sold in 1981 and guests were brought in by scheduled flights of Bearskin Lake or Austin Airways.

In 1979, a lawyer in Minneapolis, operating under the label G & C Booking, handled the marketing for the camp. The arrangement was not satisfactory as he did not have enough time available to promote the facility. In 1980, bookings were again handled by DIAND's Sioux Look-out District.

In 1980, a search began for a new booking agent for the 1981 season. Carl Selling, of Four Seasons Adventures operating out of Mesick, Michigan, who had brought some guests to the camp in the past, proposed to schedule ten anglers for six-day fishing trips over a ten-week period with a guaranteed minimum of 50 sportsmen. The anglers would pay \$300 Canadian funds on arrival at the camp. The Bug River Camp would provide boats, motors, gas, lodging and plane fare to the community and transport to the camp, but not guides. Selling would also act as the mid-United States booking agent, deducting 15 per cent commission from the deposit. The proposal was turned down for a number of reasons. First, the payment to the camp was too low, since the return airfare from Sioux Lookout to Big Trout Lake was \$210, leaving only \$90 or \$15 per day per angler for the camp. Second, the employment of Indian guides was an indispensable part of the rationale for the whole operation. Finally, guests arriving at the camp were under the impression that it belonged to Selling. Big Trout Lake made Bearskin Lake Air Service its agent for 1981. Selling was then forced to book through Bearskin Lake Air Service and add 15 per cent to its price to cover his commission.

In 1981, Fuzz Le Page of Warload Airways in Minnesota promoted the Big Trout Lake camps, and the Bug River Camp in particular, at American sport shows, particularly in Chicago. He brought in a dozen or so guests that year in his own float planes. His claim for \$1,200 in promotional expenses was not accepted for payment by DIAND.

As noted, Big Trout Lake appointed Bearskin Lake Air Service as the official agent for the Bug River Camp in 1981, for which it received a 10 per cent commission. The arrangement has continued to date. The airline has good contacts internationally, scheduled services to Big Trout Lake with back-up planes if necessary, and no camps of its own to demand attention. Anglers can go into the camps using their own private planes, but they must first check with Bearskin Lake Air Service to determine if space is available at the camps. Perhaps 20 anglers in a season fly in using their own planes.





## SELECTED FINANCIAL ASPECTS

Initially, attention is directed to selected financial aspects of the tourist plant in northern Ontario as revealed by the 1979 study of the fishing and hunting lodge industry in northern Ontario, jointly sponsored by the Ministry of Northern Affairs and the Northern Ontario Tourist Outfitters Association. As was the case with the introduction of the results of the study in the earlier discussion of plant distribution and scale, the intent is to provide general background and a basis for comparison with Indian enterprises.

The focus then shifts to a discussion of the financial dimensions of Indian tourist enterprises in the study area. The approach to assistance to Indians across Canada is reviewed briefly. The varied sources of funding available to Indians in Ontario North of 50° are then examined in considerable detail. Finally, the performance and financial viability of specific enterprises are discussed.

### AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

Financial and business performance data for the 1977 operating year identified by the study noted above are summarized in Table 34.

While the central geographic focus of the research, covering all of Ontario north of the Lake Nipissing/French River corridor, was well to the south of Ontario North of 50°, the information for Cochrane/Timiskaming, Thunder Bay and Kenora administrative districts of the Ministry of Tourism and Recreation is useful. Even in these districts, however, the data are representative primarily of development to the south of the study area. Moreover, nothing presented in the report involved sampling of Indian goose camps in the Tidewater region or native fishing and hunting sport camp operations in remote northern locations.

The data presented in Table 34 are based on 502 returns from a questionnaire sent to operators. Responses represented about 30 per cent of 1,676 operators of facilities of this type throughout northern Ontario.

The sample included "virtually all establishments offering accommodation in the north except those in large urban centres, and those located in smaller centres or along major highways that are open all year but do not rent boats" [32]. A wide variety of operations were contained within the sample, including remote outpost camps and roadside cabin, motel and trailer/tent operations.

The geographic distribution of the returns by the administrative districts of the Ministry of Tourism and Recreation is shown in Table 35.

TABLE 34

MEASURES OF BUSINESS PERFORMANCE FOR THE FISHING  
AND HUNTING LODGE INDUSTRY IN NORTHERN  
ONTARIO, 1977

Gross Revenue and Expenditures	District					
	Cochrane/ Timiskaming		Thunder Bay		Kenora	
	Amount	%	Amount	%	Amount	%
Gross Revenue						
Total (\$10 <sup>6</sup> )	3.0		9.6		9.4	
Average (\$000)	20.2	21(1)	49.9	33(1)	62.0	38(1)
Median (\$000)	12.0		23.0		38.0	
By Scale Groups (% of Operators)						
Under \$20,000		85		45		45
\$20,000 to 40,000		8		21		19
\$40,000 to 80,000		0		8		14
\$80,000 to 120,000		0		13		8
over \$120,000		5		6		8
By Type/Location (\$000)						
Outpost						
American Plan						47(1)
Housekeeping						44
Trailer/Tent						29
Road-Accessible						25
Non-Road-Accessible						28
						47
						69.0
						77.0
						41.0
						39.0
						43.0
						64.0

TABLE 34 Continued

Gross Revenue and Expenditures	District					
	Cochrane/ Timiskaming		Thunder Bay		Kenora	
	Amount	%	Amount	%	Amount	%
Expenditures						
Total (\$10 <sup>6</sup> )					80.0	100
By Item						
Wages & Salaries (Non-family)					15.6	20
Supplies					19.5	24
Heat & Light					4.2	5
Repairs					3.1	3
Equipment and Miscellaneous					2.6	5
Advertising					2.4	3
Insurance					2.0	2
Business and Property Taxes					1.2	1
Subtotal					50.6	63
Operator Wages, Profit, Debt Charges					29.4	37

Source: Reference [32]

(1) Percentage of average gross revenue to market value.

TABLE 35

GEOGRAPHIC DISTRIBUTION OF RESPONSES  
TO QUESTIONNAIRE, 1977

Administrative District	Respondents	
	No.	%
Kenora	130	26
Rainy River	30	6
Thunder Bay	53	11
Subtotal Northwest	213	43
Cochrane	15	3
Algoma	71	14
Manitoulin	29	6
Sudbury	62	12
Timiskaming	25	5
Nipissing	45	9
Subtotal Northeast	247	49
Location Not Stated	42	8
TOTAL	502	100

Source: Reference [32]

The measure of business performance presented in the study was limited when considered in relation to the total spectrum of ratio analysis currently in use. No measure of profit was given, a severe limitation.

Gross revenues for the 1,676 establishments in all northern Ontario were estimated at \$80.0 million for 1977. Only \$3.0 million of this was associated with the Cochrane and Timiskaming Districts and perhaps as little as \$1.1 million with the Cochrane District. It is impossible to estimate gross revenues for the plant in Ontario North of 50° on the basis of the information presented in Table 34.

Average gross revenue per operation was \$47,700 across all northern Ontario. This was about 32 per cent of the estimated market value of the plant in 1977. The median gross revenue of \$25,000, like the percentage distribution of the establishments by scale groupings, clearly indicates wide variation in the pattern and a noticeable



concentration below \$20,000. This was especially marked in the Cochrane and Timiskaming Districts, where 85 per cent of the operators reported gross revenues below \$20,000. It is noted, however, that at least five per cent of the operators had gross revenues over \$120,000.

Average gross revenues were largest for lodges on the American plan (\$77,000 and 44 per cent of market value). Non-road-accessible facilities averaged \$64,000, which was 47 per cent of market value, while the comparable statistics for road-accessible locations were \$43,000 and 28 per cent. The data provide a monetary measure of the substantial detrimental impact of forest access roads that provide public access to formerly remote sport camp locations.

Between 40 and 45 per cent of the operators had no mortgage obligations. Between 55 and 60 per cent had a first mortgage in various stages of repayment, and 10 to 15 per cent reported both first and second mortgages. A large portion of the plant was debt free and a very small percentage was in a heavy first and second mortgage debt position. This probably was true for the plant in Ontario North of 50°.

About 70 per cent of the first mortgages were held by private parties, often the former owner of the lodge. The remaining 30 per cent were held by the Federal Business Development Bank (FBDB), the Northern Ontario Development Corporation (NODC), and private banks in that order. Second mortgages were supplied mainly by FBDB, NODC and the Industry Development Bank (IDB), indicating a heavy reliance on government agencies for risky secondary financing at reasonable rates.

## THE GENERAL APPROACH TO FINANCIAL ASSISTANCE TO INDIANS

Assistance to Indians by the federal and provincial governments for the stimulation of entrepreneurial activities in general can be classified under four general approaches, including the improvement of opportunity, the improvement of capabilities, the promotion of interest and participation, and direct participation in business activities. All four approaches have been used in relation to tourism development in various parts of Canada, with varying degrees of frequency and success. Most have been used in Ontario North of 50°.

In the case of improvement of entrepreneurial opportunity, four quite distinct strategies have been adopted. First, attempts have been made to identify tourism development opportunities through natural resource and market inventory studies and dissemination of the results to communities and prospective individual entrepreneurs. Frequently, these investigations precede the launching of government program initiatives. The undertaking of a general study of this type in Ontario North of 50° forms an integral component of the alternative strategies outlined in this report. Secondly, feasibility studies, representing a follow-up or extension of the inventories, are intended to estimate the chances for the successful development of the generally perceived

opportunities. Unfortunately, methods and standards suited to southern areas are often unreservedly transposed to northern locations with undesirable effects. Thirdly, physical and legal access studies concerned with native rights to resources or the creation of an infrastructure of transport and community facilities are also undertaken as an approach to improvement of entrepreneurial opportunity. Again, there is a danger that southern Canadian outlook and standards will be given excessive weight in these investigations. The adoption of this outlook is usually justified on the basis that the desires and demands of the market as exhibited in more southerly tourist destinations must take precedence. Finally, exploratory research intended to discover development prospects through new combinations of known tourist resources and the selective adaptation of current technologies could be undertaken. For example, Ontario North of 50° possesses a strong natural resource supply foundation for the development of winter tourism, particularly winter landscape touring by snowmobile, and there appears to be a discrete market present (Appendix B). New lightweight winter clothing and camping gear, the possible integration with trapping activities and the use of all-terrain vehicles combine to offer new possibilities.

In the case of improvement of entrepreneurial capability, the approach that has received the most attention to date, three distinct strategies have been adopted for tourism development, including education and training, management support, and financial assistance. In this report considerable attention is given to financial assistance taking the forms of non-repayable start-up grants or contributions, loan guarantees, low interest loans and equity financing. Management support, particularly from the district staffs of the Ministry of Natural Resources and the federal Department of Indian Affairs and Northern Development, has been a notable feature in the development of the goose and sport fishing camps in Ontario North of 50°. Without this strong support, nothing akin to the present scale of development would have occurred. Over the years, education and training programs have been introduced or supported by DIAND and some provincial agencies, such as the Ministries of Natural Resources, Northern Affairs, and Tourism and Recreation. The successful operation of any tourist business requires a basic level of general education together with special skills of a technical nature (guiding, bookkeeping, cooking) and non-technical attributes (imagination, risk judgement and decision-making capacity). At times, the absence of a satisfactory basic education and communication level has placed noticeable constraints on the successful operation of special skill training programs, particularly at the entrepreneurial level.

#### **SOURCES OF GOVERNMENT FUNDING AVAILABLE TO INDIANS FOR TOURIST FACILITY DEVELOPMENT**

##### **Summary of Sources**

A considerable number of government funding sources for capital and operating expenditures associated with tourist facilities are available to Indians in Ontario North of 50°. The multiplicity of

agencies, programs and tools, as exemplified by the listing in Chart 3, makes it difficult to obtain an accurate historical overview of the entire situation in finite dollar terms. The discussion therefore is centred largely on identification and description of the nature of the sources. The precise dollar amounts presented for selected developments are considered illustrative of the range of funding magnitudes involved; they are also critical to an understanding of financial aspects associated with specific programs and projects having significant implications for future tourism planning in Ontario North of 50°.

It is noted at the outset that only three funding sources listed in the chart are restricted to Indian enterprises. These include funds provided under various activities of the Indian Economic Development Program of DIAND, under the Federal-Provincial Natural Resources Development Agreement, and under the Small Business Development Program of the Native Community Branch, Ontario Ministry of Citizenship and Culture. Other source programs, such as those of the Canada Employment and Immigration Commission or the Ontario Development Corporation, apply equally to the entire tourism sector, including both Indian and non-Indian enterprises. To date, Indians in Ontario North of 50° have made limited use of these universally applicable funds since more sympathetic consideration of their unique circumstances and more favourable terms can be obtained from those sources set up specifically to serve their needs. Some of these may have future value in special circumstances, justifying their inclusion.

On the basis of jurisdiction, the total spectrum of funding sources available is grouped under three main categories: federal, provincial and joint federal-provincial. Development to date has been funded primarily under the joint federal-provincial Resources Development Agreement and the Indian Economic Development Program of the Department of Indian Affairs and Northern Development. The Local Employment Assistance Program (LEAP) of the Canada Employment and Immigration Commission was of major importance in the case of development by the Fort Hope Development Corporation, as were the programs of the Department of Regional and Economic Expansion in the case of the Ogoki Wilderness Lodge project; both developments are discussed subsequently.

## Federal Programs

### **Department of Indian Affairs and Northern Development**

The funding sources available under the *Indian Economic Development Fund* (IEDF) of DIAND are intended to generate additional employment and income at the band or group level and can be most effectively discussed in relation to the six major associated activities. Each activity is supported by a budget that is allocated to Indian bands, Indian development corporations, Indian groups or individual Indians as is most appropriate in terms of defined objectives and situations.



## CHART 3

SOURCES OF GOVERNMENT FUNDING AVAILABLE TO INDIANS IN  
ONTARIO NORTH OF 50° FOR TOURISM PLANNING,  
DEVELOPMENT AND OPERATION

FEDERAL GOVERNMENT SOURCES

A. Department of Indian Affairs and Northern Development,  
Indian Economic Development Program (IEDP)

1. Planning Activity
2. Socio-Economic Development Activity
3. Institutional Development Activity
4. Business Development Activity

Direct Loan Fund  
Loan Guarantee  
Grant Contribution

5. Employment Development Activity

Training on the Job (TOJ)  
Job Relocation  
Institutional Training

6. Major Resource Development Impact Activity

B. Canada Employment and Immigration Commission (CEIC)

1. Canada Works Program (1977-79)  
Canadian Community Development Program  
(CCDP; 1980 to present)
2. Opportunities for Youth (Summers 1971-75, 77-78)  
Young Canada Works (Summers 1977-79)  
Summer Youth Employment Program (SYEP; Summer 1980)  
Summer Canada Student Employment Program (1981 to present)
3. Local Employment Assistance Program  
(LEAP; 1973 to present)
4. Local Initiatives Program (LIP; 1971-76)
5. Outreach Program (1973 to present)
6. Canada Manpower Training Programs  
CM Institutional Training Program (1967 to present)  
CM Industrial Training Program (1970 to present)
7. Local Economic Development Assistance Program  
(LEDA; 1980 to present)



## CHART 3 Continued

C. Treasury Board

1. Federal Labour Intensive Program (FLIP; 1975-76, 1978-79)

D. Federal Business Development Bank

1. Loans, Loan Guarantees and Consulting Services

E. Department of Industry, Trade and Commerce

1. Small Business Loans Act and Loan Guarantees

F. Department of Secretary of State

1. Multicultural Projects Grant Program

G. Department of Fisheries and Oceans

1. Tourism Wharf Program
2. Marina Policy Assistance Program

JOINT FEDERAL-PROVINCIAL COST-SHARING SOURCESA. Federal-Provincial Resources Development Agreement (RDA)

Administered by Canada Department of Indian Affairs and Northern Development and Ontario Ministry of Natural Resources on a 50-50 cost-sharing basis.

B. Federal-Provincial Regional Development Agreements

Administered by Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food or Ontario Ministry of Northern Affairs.

1. Agricultural and Rural Development Agreement (ARDA)

Administered by Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food; used to fund Ogoki Wilderness Lodge; superseded by 2 below.

## CHART 3 Continued

**2. Northern Ontario Rural Development Agreement (NORDA)**

Administered by Canada Department of Regional Economic Expansion and Ontario Ministry of Northern Affairs;  
three separate programs available:

Tourism Facility Development  
Tourism Advertising and Promotion  
Tourism Planning and Feasibility Studies

PROVINCIAL GOVERNMENT SOURCES**A. Ministry of Citizenship and Culture****1. Native Community Branch**

Small Business Development Program Grants  
Leadership Training Program Grants  
Feasibility Studies Grants

**2. Wintario Multiculturalism and Citizenship Project Office**

Wintario Grants Program

**B. Ministry of Industry and Trade****1. Northern Ontario Development Corporation (NODC)**

Tourism Loan Program  
Ontario Business Incentive Program (OBIP)  
Tourism Redevelopment Incentive Program (TRIP)  
Tourism Grading Term Loan Program (TGTLP)

**C. Ministry of Revenue****1. Small Business Development Corporation (SBDC)**

Tax and Grants Incentives Program

**D. Ministry of Natural Resources****1. Trail Development Program**

(Grants to Clubs, Municipalities and  
Conservation Authorities)

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From the perspective of administrative organization, the division of responsibilities for the approval of expenditures under the Indian Economic Development Fund is of importance. Any project involving over \$75,000 must be referred for approval to national headquarters in Ottawa. Projects with costs ranging between \$10,000 and \$75,000 must be approved by the Ontario Regional Office in Toronto. Projects costing \$10,000 or less can be approved at the discretion of the district administrator (James Bay, Nakina, Sioux Lookout). It is clear therefore that the control of the Regional Office is substantial.

Operational flexibility is a key characteristic of funding within guidelines established under the IEDF. The choice of a particular activity component or funding tool depends on what appears to be the most appropriate instrument or the best fit under the particular circumstances. Among these circumstances, Indian feelings or attitudes can be an important determinant.

Attention is now focused on the six activities of the IEDF and their associated funding tools. The order of discussion is largely a matter of convenience, not of importance in relation to tourism.

The *Planning Activity* provides support to Indians to conduct socio-economic planning studies at community, sub-regional and regional levels. Such studies will generally involve the collection of socio-economic, demographic and related data, the analysis of the economic and employment potentials available, the development of broad socio-economic goals, and the identification of the strategy and resources that will be required. It is possible that tourism sectoral planning encompassing larger areas, such as those covered by Treaty No. 3, Treaty No. 9, the James Bay Tribal Council or Project Development Areas (for example Kayahna) could be funded under this activity. Alternatively, recourse might be made to funding under the Federal-Provincial Natural Resources Development Agreement for studies of this type. Final selection would probably depend on the availability of funds under each approach and the particular set of attendant circumstances including Indian preferences.

The *Socio-Economic Development Activity* provides support to Band initiatives to help develop productive activity for Indian people where conventional employment opportunities do not exist or are inaccessible. This activity supports economic activities which are expected to yield marginal rates of return, but which will better utilize the available human and natural resource base and serve as catalysts for further economic development and for the development of portable skills, through technical advice and assistance, contributions and loans. This activity covers a wide range of social, sectoral and employment initiatives and opportunities. All endeavours in this area are directed at creating situations for development and work on or near reserves that will offer an alternative to welfare, social assistance and unemployment insurance.

Under the Socio-Economic Development Activity, the annual budget for which is allocated to the district administration for disposition, funds can be supplied to Indian bands for various forms of infrastructure support for business development activity, including salary and travel costs for Indian Economic Development Officers situated in the settlements and reserves. The federal contribution to the Federal-Provincial Natural Resources Development Agreement, which has been a significant instrument for Indian tourism development in Ontario North of 50°, especially for the goose camps in the Tidewater region, comes from the budget provided for this activity. Under this activity, funds can be advanced to Indian bands or development corporations for the inventory and master planning of the full range of natural resource development opportunities, including tourism, on reserves, within settlement areas, or on Crown lands. Funds can also be directed to the more detailed investigation of sectoral economic development opportunities identified under the IEDF, among which could be tourism projects (sport camps, hotels, guided wilderness travel). In this case the full extent of the opportunity would be defined more precisely, development plans and procedures prepared, and their feasibility or practicality from a long-term perspective assessed.

The *Business Development Activity* provides support to Indian initiatives to help develop wealth through entrepreneurial activity and employment income, by supporting the development of economically viable enterprises through the provision of general and technical advice and assistance, contributions and loans. In general the mix of services that may be prescribed for any given project may include provision for project planning, training, front-end funding in the form of equity contributions for plant, equipment, and other capital needs, last resort loans, and guarantees.

Three major tools are available under this activity, the direct loan, loan guarantees and contributions:

The *direct loan* fund, administered by the Ontario Regional Office of DIAND, provides loans to Indian enterprises where requirements cannot be met by conventional lending institutions at reasonable rates. Equity, to the extent possible, is required in the form of cash or equipment. Interest rates are tied to those of the Federal Business Development Bank at the time of lending.

*Loan Guarantees* up to 80 per cent of the total amount involved can be made. These loans are administered through the commercial banks at prevailing interest rates.

*Grant Contributions*, administered by the Ontario Regional Office of DIAND, are the funding tool most employed in tourism development in Ontario North of 50°, apart from the Federal-Provincial Natural Resources Development Agreement used for goose camps in the Tidewater region. Funds advanced represent an accountable, non-repayable contribution if used for the intended purpose. Projects may be financed entirely on the basis of the contribution or the contribution may be



used in combination with other financial inputs to bring a direct loan application to a viable equity position.

An important point to emphasize is that a contribution will be advanced only if the project will generate employment and income within the community and the applicant is considered to have the experience required to manage the enterprise. Job creation and capability are the key requirements.

The viability prospects of all projects considered for financial assistance under the *Business Development Activity* are assessed by consultants before final approval is given. For this task, DIAND has made recourse to the Canadian Executive Services Overseas (CESO) organization since 1969. The Federal Business Development Bank makes use of the Counselling Assistance to Small Enterprise (CASE) organization. Under LEAP, the Canada Employment and Immigration Commission employs private business enterprises specializing in feasibility analysis. These organizations, however, are used more for project development than project assessment.

A summary of loans advanced across all of Ontario under the Business Development Activity of the Indian Economic Development Fund from 1970 to 1979, and its predecessor from 1938 to 1969, gives a general indication of the intensity of funding involved, largely under the Direct Loan Fund. For all types of projects, however, only a small portion of the amounts indicated was related to tourism.

By 1958 there were 546 outstanding loans totalling \$466,000. The enormous increase in activities from 1969 to 1979 is a reflection of the introduction of the Indian Economic Development Fund in 1970. Lending grew steadily to a peak of \$48 million in 1975, dropping sharply to \$18 million (40 per cent) in 1976 after a review of the effectiveness of the program. Loan guarantees were heaviest in fiscal year 1973/74, decreasing sharply thereafter as the fund became fully extended. By 1979 there were \$53.1 million in outstanding loans with \$2.6 million being forgiven, or in essence written-off.

Following the review of loan effectiveness in 1976, greater emphasis was placed on smaller and more manageable projects. Non-repayable contributions were given greater prominence.

About 57 per cent of the funded businesses had survived to 1979. However, many were fledgling, high risk operations with an uncertain long-range outlook. The cost per job created was roughly \$15,000.

The scale of funding by the Department of Indian Affairs and Northern Development for Indian tourist facilities in the study area from fiscal year 1977/78 to 1981/82 is indicated in Table 37. Insofar as could be determined, no loans were advanced during this period under aforementioned programs. Amounts provided under the joint federal-provincial Resources Development Agreement are not included; they are discussed separately in a subsequent section. In effect, the amounts indicated represent non-repayable grants or contributions provided unilaterally under the budget process of DIAND.

TABLE 36

LOANS TO ONTARIO INDIANS UNDER THE BUSINESS  
DEVELOPMENT ACTIVITY OF THE INDIAN ECONOMIC  
DEVELOPMENT FUND, AND ITS PREDECESSOR, 1938 to 1979

Years	No. of Loans	Total \$
1938-48	65	131,000
1948-58	753	869,000
1958-69	1,921	3,357,000
1969-79		82,642,279

Source: Department of Indian Affairs and Northern  
Development

Although the bulk of the capital expenditures for Indian tourism development in Ontario North of 50° occurred prior to 1977, the expenditure records of the Ontario Regional Office of DIAND are not readily obtainable on a project basis. Up to fiscal year 1978/79, all non-repayable funding was referred to or coded as "capital expenditure" and thereafter as "contributions". In addition, some small amounts for the operation and maintenance of tourism projects may have been funded from the district office budgets of DIAND. It would be impossible to identify these amounts without an exhaustive review of the records.

About 21 per cent of the total amount shown in Table 37, or \$58,148, was directed towards historical development at Moose Factory; this might be considered tourism infrastructure. The remaining 79 per cent, totalling \$221,203, was associated with sport camp and hotel development.

The *Employment Development Activity* provides support to band initiatives to help develop improved access to employment for their people. This is achieved by ensuring full access to existing federal/provincial employment-related programs, by representing Indian needs at the federal/provincial policy and program development level, and by providing supplementary programs where required. The activity also assists in identifying employment opportunities and initiates affirmative action measures. Tourism falls within the purview of this activity.

*Training on the Job (TOJ):* DIAND can pay 100 per cent of the wages to a trainee employee, whereas only a portion is paid under LEAP. In addition, DIAND can pay for on-the-job training in a federal office, including its own regional and district offices, something that is not possible under LEAP. However, there is a requirement that a job must be available at the completion of the training period.

*Mobility,* in which Indians are funded to move to job opportunities anywhere in Canada.

*Occupational Skills Training,* in which seats are purchased for Indians on courses offered by such educational institutions as community colleges.

Training for employment in the tourism industry is eligible for aid under any of the above. Indians have received guide, cooking and managerial training at various times under this activity or an earlier form thereof.

The *Resources Development Impact Activity* provides support to Indians for dealing with impacts resulting from major resource development. This support includes the mitigation of the adverse effects of resource development as well as taking advantage of the positive benefits that may accrue as a result of resource development. The resource development ranges in size and activity from coal mining in British Columbia and major oil sands development in Alberta to major hydro activity in Manitoba and Quebec.

Support includes financial assistance to Indian bands or their organizations for planning purposes. Also, this service supports identification and monitoring of potential resource developments, as well as the development and co-ordination of federal strategies and support for Indian initiatives in the area of resource development.

Under this activity, funds can be provided to Indian groups for intervention and participation in resource developments comparable in scale to Onakawana, Detour Lake gold mine or the Polar Gas Pipeline. This financial support enables Indians to identify harmful impacts, present their case at environmental hearings, and devise ways and means to maximize any benefits of such developments. This activity is not of direct significance to tourism. Moreover, this national program has been scaled down following the cancellation of mega-projects in the west.

The *Institutional Development Activity* supports Indian initiatives to create a framework for Indian-managed economic development by supporting existing and potential Indian-designed and managed economic institutions, through technical counselling and contributions. Depending upon their individual focus, economic institutions may offer, either singly or in combination, management and technical advisory services, marketing services, promotional services, training services and financial assistance. Under this activity support for Indian tourism associations is possible.

TABLE 37

CONTRIBUTIONS BY THE DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT  
FOR INDIAN TOURISM-RELATED PROJECTS IN ONTARIO NORTH OF 50°  
1977/78 to 1981/82 (1)

Fiscal Year	District	Project	Expenditures in \$		
			Capital	Contributions	Total
1977/78	James Bay	Moose Factory Fort	31,940		
		Attawapiskat Motel	2,734		
		Tourism Display Booth	4,166		
	Nakina	Fort Hope Hostel	8,228		
		Fort Hope Camps	29,999		
		Bug River Camp	35,000		
1978/79	James Bay	Moose Factory Fort	26,208		
		Attawapiskat Motel	15,000		
		Bug River Camp	39,996		
1979/80	James Bay	Sinclair Cheechoo Camp		8,000	
1980/81	Nakina	Fort Hope Dev. Corp.		8,900	
1981/82	Nakina	John's Camp (Ft. Hope)		7,730	
	James Bay	Kashechewan Motel		61,450	
			\$193,271	\$86,080	\$279,351

Source: Department of Indian Affairs and Northern Development,  
Ontario Regional Office.

(1) The funding does not include that supplied under the joint  
federal-provincial Resources Development Agreement.



A useful perspective for tourism development is gained when all of the foregoing activities under the IEDF are considered within a framework of inventory, planning and development procedures having specific individual objectives. These include the comprehensive inventory and identification of possible or promising development potential within a reserve or settlement area, the determination of the feasibility of economic sector potentials, and the assessment of the viability of individual business development opportunities.

Initially, funds can be allocated under the Socio-Economic Development Activity by the district administrations to Indian bands, groups or development corporations for the inventory and evaluation of the range of natural resource development opportunities within the reserve or settlement area. The approach to the resource base is comprehensive in that the entire range of resource sector potentials is examined including, among others, forestry, fishery, fur and tourism. The final product of this research will be a map and supporting text indicating the general nature and distribution of development potentials. In addition, alternative development strategies and master plans may be prepared. Under the project support component of the Socio-Economic Development Activity, funds may be allocated by the district administration for a more detailed examination of the feasibility of the sectoral development opportunities identified in the initial study. Tourism sector opportunities (sport camps, hotels, wilderness summer and winter landscape tour operations) are a legitimate field of investigation in this instance. The full extent of the opportunity would be probed in greater detail, development strategies, plans and procedures would be presented, the socio-economic cost/benefit position would be determined, and above all the economic feasibility of development in the short term and long term would be fully documented. Under the Business Development Activity, application can be made by private Indian entrepreneurs, or by a group, for funding to develop feasible opportunities in the sectors and sectoral areas identified under the previous step. Tourism development enterprises of the types previously noted fall within the scope of acceptable opportunities under the Business Development Activity. A solid proposal must be prepared in support of the funding application and the viability of the proposed undertaking is assessed in detail.

The aforementioned sequence represents an ideal, co-ordinated approach to socio-economic resource planning and development. In fact, development and funding for tourism to date have proceeded largely on the basis of individual project submissions. The time is at hand, however, when this pilot or experimental development approach to the tourism sector in Ontario North of 50° should give way to a comprehensive planning and development process.

As noted previously, a tourism study of a broad area of Ontario North of 50°, such as a Project Development Area (PDA), could be undertaken with funding under the Planning Activity of the IDEF. This potential source may be exploited in any studies stemming from this report. Alternatively, planning and development may be moved forward under the sequence just described or a part thereof.

## Canada Employment and Immigration Commission

Several programs operated by the Canada Employment and Immigration Commission (CEIC) for varying periods of time over the past decade have had, or continue to have, actual or potential application in the tourism development field in Ontario North of 50°. The intent here is simply to note the range of the programs without entering into a detailed discussion of the nature of each one or the full extent of its actual application in the study area for tourism-related projects. The discussion under the Local Employment Assistance Program (LEAP) in the case of sport camp and hotel development by the Fort Hope Development Corporation represents the only exception to this generalization.

Programs that are essentially similar in nature have sometimes been given a series of names as minor modifications have been made in their nature. The Opportunities for Youth Program, which began in the summer of 1971 and operated in 1981 under the name Summer Canada Student Employment Program, is a case in point.

The programs of the CEIC apply to the entire population, and Indians have probably received a small percentage of the total funding advanced across all of Ontario North of 50°. Only a small percentage of the funds allocated to Indians in any community was associated with tourism-related projects, apart from the application of LEAP at Fort Hope.

Under the *Canada Works Program* in operation for three years from 1977 to 1979, and its successor, the *Canadian Community Development Program* functioning from 1980 to the present, substantial funding has been directed to Indian settlements in Ontario North of 50°. Little if any of these monies involved tourism-related projects. Under the *Opportunities for Youth Program* and its successors, *Young Canada Works*, *Summer Youth Employment* and *Summer Canada Student Employment* programs, funds have been directed to Indian communities in Ontario North of 50° for the development of youth centres and park/beach/playground facilities that in some situations could represent a form of tourism infrastructure, although such benefits would be decidedly minor. The situation in 1972 and 1973 is indicated in Table 38.

Considerable funding under the *Local Employment Assistance Program (LEAP)* of CEIC, operating continuously from 1973 to the present, reached Indian communities in Ontario North of 50°. Between 1975 and 1981, the program provided the major financial support for development of the hotel and sport camps of the Fort Hope Development Corporation. During this period there was some additional funding for the project by DIAND and under the federal-provincial Resources Development Agreement. This is the only tourism project in Ontario supported by LEAP to date. Given the scale of the venture and the experience gained, the situation will be reviewed in considerable detail before further lending activity takes place in Ontario North of 50° under this program. Funding of an Indian marina development in southern Ontario is, however, under review.

TABLE 38

FUNDING DIRECTED TO INDIAN SETTLEMENTS IN ONTARIO NORTH OF 50°  
 UNDER THE OPPORTUNITIES FOR YOUTH PROGRAM, 1972 and 1973

Year	Community	Project	No. of Jobs	Cost (\$)
1972 Under Sec. of State	Attawapiskat	Youth Centre construction	10	14,170
	Big Trout Lake	Summer camp for youth construction	8	4,740
	Moose Factory	Youth recreation area & drop-in centre construction. Story collection from old Cree Indian residents	15	12,300
	Moosonee	Park and playground development, swimming program	19	15,139
1973 1st Year CEIC	Kashechewan	School recreation program & refuse collection	6	3,820
	Moose Factory	Summer recreation program, building rink, arts & crafts, clean up	11	8,800
	Big Trout Lake	Development of beach area with picnic sites, play area, lifeguard towers	15	11,150

Source: Canada Employment and Immigration Commission, Thunder Bay.



In 1976, LEAP sponsored a study of the Fort Hope community in which the creation of a development corporation was recommended. With the establishment of the corporation, the aforementioned camps and their assets of boats, motors and other equipment were turned over to it in 1977 by DIAND. By this act, the corporation was made eligible for funding under LEAP if a suitable proposal could be prepared.

In a feasibility study completed in 1977 by Icarus Design Associates at a cost of \$25,000, sport camp development and a hotel at Fort Hope were recommended. An agreement was signed between the Fort Hope Development Corporation and CEIC for funding under LEAP for the year November 1975 to November 1976. On the basis of evaluation reports at the completion of each year of operation, four additional annual agreements were concluded until the termination of funding assistance in November 1980. In effect, funding was supplied by CEIC under LEAP for five operating years from November 1975/November 1976 to November 1979/November 1980.

Three sources of cost-accounting information are related to the project. First, there are estimated expenditures and revenues and grant requests to cover anticipated deficits contained in proposals submitted annually to CEIC for funding assistance. Actual expenditures probably differed from estimates to some degree. These data are available for public inspection in the CEIC offices in Toronto from where the project was administered. Secondly, there are audit statements which show actual revenues and expenditures for each year. These are the private property of the Fort Hope Development Corporation and were not examined in the course of this study. Finally, there are evaluation reports prepared by CEIC at the end of each fiscal year of the Corporation. These can be made available only with the permission of the officers of the Corporation.

The following discussion is based largely on the submissions to CEIC and must therefore be considered approximate in terms of specific items. Occasionally, reference is made to actual expenditures by CEIC. The difference in source information is clearly indicated in the supporting text.

As indicated in Table 39, the total grant request contained in submissions to LEAP of the CEIC in Toronto over the entire six-year period from 1975 to 1980 inclusive was \$1,074,400. Of this amount, \$988,400 or 92 per cent was actually paid to the Fort Hope Development Corporation.

Excluding the initial payment of \$2,500 for feasibility studies and the special or extra grant of \$61,000, for which a breakdown by type of expenditure was not readily attainable, about \$737,700 or 39 per cent was for wage payments and benefits such as unemployment insurance, \$904,700 or 47 per cent was for overhead/operating costs, and \$263,400 or 14 per cent was for capital/renovating. If capital/renovating costs were excluded, then 45 per cent was scheduled for wages and 55 per cent for overhead/operating. These percentage ratios probably reflect the situation displayed in the actual operating accounts.



TABLE 39

SUMMARY OF ESTIMATED EXPENDITURES AND REVENUES AND GRANT REQUESTS  
CONTAINED IN PROPOSALS SUBMITTED BY THE FORT HOPE DEVELOPMENT  
CORPORATION TO LEAP, 1975 to 1980

Business Year of Development Corporation	Proposed Expenditures						Estimated Revenues		Grant Requests	
	Wages & Benefits		Overhead Operating		Capital & Renovating					
	\$000	% (1)	\$000	% (1)	\$000	% (1)	\$000	% (1)	\$000	% (1)
Feb/Mar 1975									25.0(2)	
Nov/1975–Nov/76	152.0	55	123.6	45	—		86.3	31	189.3 61.0(3)	69
Nov/76 – Nov/77	148.5	35	157.4	37	116.7	28	230.0	54	192.6	46
Nov/77 – Nov/78	188.0	55	155.3	45	—		145.9	42	197.4	58
Nov/78 – Nov/79	148.5	32	177.3	39	134.7	29	230.0	50	230.5	50
Nov/79 – May/80	54.2	41	78.0	59	—		28.7	22	103.5	78
May/80 – Nov/80	46.5	17	213.1	79	12.0	4	196.5	72	75.1	28
TOTAL A	737.7	39	904.7	47	263.4	14	917.4	48	988.4(4)	
TOTAL B									1074.4(5)	

Source: Canada Employment and Immigration Commission, LEAP Administration, Toronto

- (1) Percentage of total expenditures proposed in the submissions.
- (2) Cost of consultant services for a feasibility study.
- (3) Includes grants of \$29,000 and \$32,000 requested to meet unexpected increased transportation costs, shortfalls in anticipated revenues and costs of additional research into camp development possibilities at Summer Beaver.
- (4) Excludes feasibility study cost of \$25,000 and the extra grant of \$61,000.
- (5) Includes all grants.

Using actual overhead/operating costs for the operating year November 1979 to November 1980 in Table 40, some idea can be gained of the itemized distribution of these expenditures which totalled \$904,700 between November 1975 and November 1980.

TABLE 40

ITEMIZED OVERHEAD/OPERATING COSTS FOR FORT HOPE  
DEVELOPMENT CORPORATION SPORT CAMPS, 1979/1980

Item	Amount	
	\$	%
Loan Purchase	10,750	5
Fuel and Hydro	31,173	16
Transport and Freight	81,523	41
Travel Promotion	12,880	6
Advertising & Promotion	24,070	12
Insurance	609	
Telephone & Postage	2,467	
Bank Charges	805	
Legal & Accounting	12,925	6
License and Fees	1,222	
Consultant Services	20,053	10
Cancellation Refund	400	
Miscellaneous	139	
	199,016	

Source: Canada Employment and Immigration  
Commission, LEAP Administration, Toronto

Transport and freight represented the largest single item accounting for 41 per cent of the total, reflecting the substantial costs of charter air services to move guests and supplies to and from the camps.

Advertising and promotion costs, including travel to sport shows in Ontario and the United States, reached \$36,950 or 18 per cent.

Legal, accounting and consultant costs were high, amounting to just under \$33,000 or 16 per cent. These costs for the duration of the entire project were high, totalling \$131,000, equal to about 15.8 per cent of all funding requested in the submissions.

TABLE 41

LEGAL, ACCOUNTING AND CONSULTANT  
FEES FOR THE DURATION OF LEAP  
FUNDING TO THE FORT HOPE PROJECT

Item	\$ (000)
Evaluation	15.1
Accounting	21.9
Legal	26.1
Consultant	<u>67.9</u>
TOTAL	131.0

Source: Canada Employment and  
Immigration Commission, LEAP  
Administration, Toronto

The initial feasibility study at a cost of \$25,000 was substantial, possibly reflecting high field operating costs for all consulting services. A high standard of accounting was required for this project and could be provided only by an outside firm, in this case a company based in Thunder Bay.

In addition to costs noted in the foregoing tables and discussion, it is useful to note that the costs to CEIC to administer this project were very high, averaging about \$12,000 to \$15,000 annually. For the average \$500,000 project handled by CEIC, annual administration costs are in the order of \$4,000 to \$5,000. That the project was monitored from the Toronto office of CEIC and required travel to Fort Hope each month or so accounted for some higher than normal administration costs. Any further projects of this type could be handled more economically from the Thunder Bay office of CEIC.

Wages and benefits, only about three per cent of which leaked from the area in the form of UIC and OHIP payments, generated the greatest local economic impact. In the submissions (Table 39), these totalled \$737,700 or 38 per cent. In the actual payments made under the grants from CEIC, they totalled \$493,717 (wages, \$482,249 and benefits, \$11,468). Revenues from the operation of facilities flowed into wage payments in addition to the grants which accounts for the higher total shown in the submissions and Table 39.

Virtually all overhead/operating costs, which accounted for 47 per cent of the proposed expenditures, represented first round leakage and hence exhibited no multiplier effect. A substantial portion of capital/renovating costs, perhaps as high as 60 per cent, was of a similar nature.

Under the *Local Initiatives Program (LIP)* in operation from 1971 to 1976, funds were directed to Indian communities in Ontario North of 50° for a wide variety of projects. Some that were related to recreation facilities and airport construction might be considered to have tourism infrastructure spin-off benefits.

TABLE 42

RECREATION AND AIRPORT CONSTRUCTION PROJECTS UNDER LIP IN  
INDIAN COMMUNITIES NORTH OF 50°, 1971/72

Location	Project	No. of Jobs	\$
North Spirit Lake	Construction of snow-mobile trails and summer playground	10	11,250
Deer Lake	Brushing for airstrip plus other clearing	24	29,076
Marten Falls	Extension of airstrip, clearing	11	7,300

Source: Canada Employment and Immigration Commission, Thunder Bay

Under the *Outreach Program* in operation from 1973 to the present, funds are provided to communities situated outside the physical geographic range of the CEIC's services to hire local people to assist in bringing programs to the attention of the residents and to expedite their applications for participation therein. This is not a tourism-related program, although assistance could be provided to tourism-related projects in an indirect manner.

Both components of the *Canada Manpower Training Program* have been applied in the tourism sector. Under the Canada Manpower Institutional Training Program started in 1967, seats have been purchased in community colleges to train Indians for a variety of occupational opportunities, some of which are tourism-related. Under the



Canada Manpower Industrial Training Program launched in 1970, employers are reimbursed a portion of the wages paid to workers placed with them under training programs. Indians can and do receive training for labour and management positions in the hotel/motel and sport camp fields under the provisions of this program.

The *Local Economic Development Assistance Program (LEDA)*, launched in 1980, provides funds to communities for the operation of industrial committees and for a degree of investment in planning and project development to a maximum of \$250,000. The program is in the pilot stages, with assistance being provided to 13 communities across Canada, including Kirkland Lake and Fort Frances in Ontario. The future of LEDA will depend on the results of a program evaluation in the coming year. If the results are favourable and the program is continued and augmented, communities in Ontario North of 50° could possibly make use of it for tourism development as part of a general economic development approach.

### **Treasury Board**

Under the *Federal Labour Intensive Program (FLIP)* of the federal Treasury Board, in operation for four fiscal years 1975/76 to 1978/79, some funding may have reached communities in Ontario North of 50° but was probably not directed to tourism development projects. No investigation of this program was undertaken during the course of this study.

### **Department of Industry, Trade and Commerce**

Under the *Small Business Loans Act (SBLA)* administered by the Canada Department of Industry, Trade and Commerce, loans and loan guarantees are available for financing the development of any business enterprise engaged in manufacturing, wholesale or retail trade, service, transportation, construction or communications, provided that its annual gross revenue does not exceed \$1,500,000. Tourism facilities are included under service enterprises.

The SBLA will guarantee, to a maximum of \$100,000, loans that have been arranged through a chartered bank or any other lender designated by the Minister. Repayment may take up to ten years with a maximum interest rate floating one percentage point above the prime rate. The lender can extend funds to cover up to 80 per cent of the cost of equipment or 90 per cent of the cost of premises. Security takes the form of a mortgage on real or personal property or on equipment purchased.

It is probable that no recourse has been made to the SBLA by the tourism industry in Ontario North of 50°. Moreover, this instrument will not likely be used in the future because other funding sources more suited to the area are available, particularly in the case of Indians.

### **Federal Business Development Bank (FBDB)**

The bank provides loans, loan guarantees and consulting services for equity investments and leasing for the modernization, expansion and operation of a business, including tourism facilities. It must be demonstrated that funds are not available elsewhere, that the equity of the borrower is sufficient to ensure a continued commitment to the enterprise, and that prospects for success are reasonable.

The extent of involvement of the FBDB with tourism enterprises in Ontario North of 50° was not ascertained in this study. There has been no lending to Indian tourism enterprises to date and, most likely, there will be none in the future. Non-Indian tourist accommodation enterprises in locations along Highways 11 and 17 and some outpost camps to the north have made recourse to the FBDB, sometimes with disastrous consequences.

The bank executes both the inspection and lending functions. These functions are separated in the operations of the Ontario Development Corporation (ODC), as noted subsequently. The FBDB often does not enjoy sufficient knowledge of the local northern tourism situation, unlike the ODC which receives information from the district tourism consultants of the Ontario Ministry of Tourism and Recreation who conduct the inspections. The FBDB operates essentially as a conventional lender whenever an entrepreneur encounters loan payment problems. Unlike the ODC, it usually does not consider broad community employment generation and other socio-economic factors.

### **Department of Fisheries and Oceans**

Under the *Tourism Wharf Program*, financial assistance is given for wharves and launching ramps constructed in areas having tourism potential or in areas in which tourism is an established industry. Construction costs must not exceed \$15,000. Since Indians have available alternative sources of funding, they will not likely make use of this program. Possibly future installations at Moosonee, Red Lake or Sioux Lookout could be eligible for funding.

The *Marina Policy Assistance Program* of the Canada Department of Fisheries and Oceans is intended to encourage the development of public facilities for recreational boaters, in particular those who can be classed as tourists. Breakwater construction and dredging are performed by this federal department on condition that the developer will establish onshore facilities of at least equal dollar value. Onshore facilities may include many services required by the boating public, such as launching ramps, wharves, roads, water, power, fuel, accommodation, restaurants, repair shops, and boat storage. Land costs are not to be taken into account in equity consideration.

It is difficult to envisage any application for assistance under this program in Ontario North of 50° from a tourism development standpoint. Larger road-accessible communities such as Sioux Lookout or

Red Lake may represent an exception. In the case of communities in the Tidewater region, navigation and harbour improvements would be achieved under other programs and for purposes other than tourism. From time to time, however, specific situations may arise in which a program of this type might be useful.

### **Department of Secretary of State**

Under the *Multicultural Projects Grant Program* of the Canada Department of the Secretary of State, grants are provided to organizations for projects and events that contribute to an understanding and acceptance of the various Canadian cultures making up the Canadian social fabric. Many of these projects and events have significant tourist attractivity and can be considered as infrastructure for the sector.

No attempt was made in this study to identify projects in Ontario North of 50° supported under this program. While Indian groups are known to have received funding under the program, probably a limited amount (if any) has been directed to significant tourism-related aspects.

### **Joint Federal-Provincial Programs**

#### **Federal-Provincial Resources Development Agreement (RDA): Department of Indian Affairs and Northern Development and Ministry of Natural Resources**

Among the federal-provincial cost-sharing programs providing funds for Indian tourism developments in Ontario North of 50°, the federal-provincial Resources Development Agreement (RDA) has been the primary instrument applied in the case of sport camp development, particularly development of goose camps in the Tidewater region. Its application in other parts of Ontario North of 50° has been limited but is certain to increase in the future.

The Agreement, which has been in operation continuously since 1958, is designed to stimulate specific sectors of the Indian economy such as commercial fishing, forestry, fur, wild rice and tourism. It is renewed every five years. As noted in the discussion of the funding program of DIAND, the federal contribution to the RDA forms part of the socio-economic component of the Indian Economic Development Fund.

A fundamental review and clarification of the basic concepts and operational procedures of the federal-provincial Resources Development Agreement appears to be necessary. It was originally intended to be a small-scale fund used to test the strength of development concepts and opportunity thrusts. It is now functioning largely as a full-scale development fund, as is clearly reflected in the request for a substantive budget increase under the renewed Agreement.



An appreciation of the scale of investment in Indian-operated goose camps in the Tidewater region can be gained from a cursory examination of Table 43 summarizing data presented in a study completed in 1978.

TABLE 43

EXPENDITURES FOR GOOSE CAMPS IN THE TIDEWATER REGION  
UNDER THE RESOURCES DEVELOPMENT AGREEMENT,  
1963/64 to 1976/77

Fiscal Year	Direct Assistance to Camps (1)	Resource Development Officers
1963/64	10,985	
1964/65	6,730	
1965/66	6,807	
1966/67	15,010	
1967/68	60,608	
1968/69	27,000	
1969/70	25,500	
1970/71	38,728	29,358
1971/72	71,646	32,482
1972/73	32,263	50,457
1973/74	31,328	38,880
1974/75	68,081	30,654
1975/76	69,112	39,701
1976/77	109,540	50,474
TOTAL	\$573,338	\$272,006

Source: Reference [1]

- (1) Includes Fort Severn, Winisk, Attawapiskat, Kashechewan, Tidewater and Anderson's Camps. Tidewater Camp, turned over to Mr. J. Rickard of Moose Factory in 1976, includes only 13 years of funding. Anderson's Goose Camp includes only the purchase price of the establishment in 1976.

In the 14-year period between fiscal years 1963/64 and 1976/77, \$573,338 was spent under the program in direct assistance to the camps. An additional \$272,006 was spent between 1970/71 and 1976/77 for direction and supervision by Resource Development Officers of the Ministry of Natural Resources in Moosonee District.

Capital development costs for five camps over the period 1963/64 to 1975/76 are summarized by expenditure category in Table 44.



TABLE 44

CAPITAL DEVELOPMENT COSTS FOR FIVE GOOSE CAMPS,  
1963/64 to 1975/76 (1)

Item	\$	%
Buildings	115,034	54
Cold storage equipment	19,299	9
General equipment	58,333	27
Transport equipment	20,387	10
TOTAL	213,053	100

Source: Reference [1]

- (1) Includes Winisk, Attawapiskat, Kapiskau, Kashechewan and Tidewater Goose Camps.

The average expenditure per camp was \$42,611. Costs per camp were as follows: Winisk, \$73,793; Attawapiskat, \$37,435; Kapiskau, \$45,266; Kashechewan, \$27,577; and Tidewater, \$28,982. In the case of the Winisk Goose Camp, the higher than average costs reflect the loss due to flooding of the first camp in which \$27,947 had been invested. Average capital development costs have therefore been reasonable.

The constant need to cover operating deficits in the camps over the years has been substantive. The situation for six camps is shown in Table 45.

From this summary it will be clear that many of the camps operated in a deficit position for most years; moreover, they are still in this undesirable position. The situation is discussed in detail in a subsequent section of the report.

In recent years, the RDA has been applied to Indian hunting and angling sport camp development in parts of Ontario beyond the Tidewater region. It is almost certain that requests will increase rapidly over the next few years. Unfortunately, it is impossible to obtain a central information source for the identification of total costs for these facilities over the years as was the case with the goose camps. However from about \$224,100 in grants and requests for equipment and camp renovation over the last three years identified during the course of investigations, it is possible to obtain a useful appreciation of the general magnitude of investments required for various items.

TABLE 45

## PROFIT AND LOSS PATTERN FOR GOOSE CAMPS

Camp and Period	Profit		Deficit	
	\$000	Years (1)	\$000	Years (1)
Fort Severn, 1963-1973 (2)	4.1	6	8.8	3
Winisk, 1968-1976 (3)	15.5	2	70.4	5
Attawapiskat, 1969-1977	-	-	86.9	9
Kapiskau, 1968-1976	2.9	1	83.3	8
Kashechewan, 1968-1976	0.8	1	144.7	8

Source: Reference [1]

- (1) Indicates the number of years that a profit or a deficit resulted and the total amount involved over that period.
- (2) In 1970 and 1971 the Fort Severn Camp broke even.
- (3) Excludes 1969 and 1971 in which capital expenditures and depreciation were included under expenditures.

For the development of three sites on the Winisk River selected in 1978, Winisk River Camps requested aid under the RDA in 1980 totalling \$41,660. The camps were intended for use by sportsmen seeking a somewhat cheaper package involving a short travel distance from the Winisk terminal of scheduled air services. Itemized costs presented in the submission are shown in Table 46.

Equipment, including boats and motors, represented the major item (87 per cent of capital cost items and 63 per cent of total costs). Presumably local lumber was to be used in building construction. Interestingly, freight costs were set at \$7,200 or 17 per cent of the total estimate.

In the fiscal year 1981/82, Winisk River Camps requested \$16,300 for equipment to open three new tent camp operations. They were allotted \$13,400 or 82 per cent of the requested amount. Only \$11,500 or 70 per cent was actually spent.

In 1981, when funding terminated under the LEAP program, support was requested under the RDA by the Ojibway Wilderness Camps for operation and improvements as shown in Table 47.

TABLE 46

SUBMISSION FOR RESOURCES DEVELOPMENT AGREEMENT  
FUNDS BY WINISK RIVER CAMPS, 1980

Item	Cost (\$)	% Capital Costs	% Total Costs
Buildings	2,514	8	6
Equipment	26,131	87	63
Utensils	1,406	5	3
Subtotal	30,051	100	72
Gas and Oil	4,409		11
Freight	7,200		17
TOTAL	41,660		100

Source: Department of Indian Affairs and  
Northern Development

TABLE 47

SUBMISSION FOR RESOURCES DEVELOPMENT  
AGREEMENT FUNDS BY OJIBWAY WILDERNESS CAMPS,  
1981

Item	Cost (\$)	% Capital Costs	% Total Costs
Building Materials	10,947	92	47
Equipment	996	8	4
Subtotal	11,943	100	51
Gas and Oil	8,820		38
Ice Harvest	2,640		11
TOTAL	23,403		100

Source: Department of Indian Affairs and Northern  
Development

In the 1982/83 fiscal year, several projects requested funding under the RDA. While a strong focus on goose camps is evident, there is a clear suggestion of a wider geographic application of the program as shown in Table 48.

In October 1976, an inventory was completed for the Fort Hope camps in the Nakina District of DIAND. The data provide reasonable indication of the scale of the operations in terms of present worth at that time. They must not be interpreted, however, as a measurement of total investment in the facilities.

**Agricultural and Rural Development Agreement (ARDA):**  
**Canada Department of Regional Economic Expansion and Ontario Ministry of Agriculture and Food**

Under federal-provincial Agricultural and Rural Development Agreements across Canada, funds were made available for park, tourist and outdoor recreation facility development in depressed rural areas.

The experience of the ARDA program in the Whitewater Lodge development, a special situation, is reviewed in this report. Other application of the program was minimal and probably non-existent in Ontario North of 50°.

It is unlikely that Indians in the study area will have recourse to this program. More attractive alternative sources are available. For Ontario North of 50°, the program has now been superceded by the Northern Ontario Rural Development Agreements discussed subsequently.

The following review of the development of the Whitewater Lodge, sometimes referred to as the Ogoki Wilderness Lodge, is presented primarily to ensure that the lessons learned at substantial public cost will not be lost sight of in future tourism development planning in Ontario North of 50°. There is no intent to expose or lay blame for a series of events that, for a variety of reasons, simply grew out of control in a very short time.

The Ogoki River Guides, a charitable, non-share capital corporation established under Part 3 of the provincial *Corporations Act*, was set up some years before the development of the Ogoki Lodge in the mid-1970's. Membership is open to any resident of Collins (87.5 per cent Metis and 12.5 per cent Treaty Indian) ten years of age or older. The Patience brothers (Donald, Peter and Hamish) hold controlling positions.

The Corporation started out to show that it could be financially responsible and complete projects according to schedule. A successful guide training program was undertaken, a lake survey was conducted for the Ministry of Natural Resources, and a grant was obtained from the Native Community Branch of the Ministry of Culture and Recreation (now the Ministry of Citizenship and Culture).



TABLE 48  
SUBMISSIONS FOR RESOURCES DEVELOPMENT AGREEMENT FUNDS  
FOR SEVEN PROJECTS, 1982/83

Project	\$ Requested
<u>Fort Hope Development Corporation</u> 8 aluminum boats 5 motors (9.9 hp) It was claimed in the submission that the camps could house more clients but that boats are lacking for their use.	14,000
<u>Sabaskong Ojibway Band</u> To redevelop an old camp on the Reserve as an outpost camp. Consultants found the project uneconomic in a feasibility study completed two years ago but the Band apparently feel that conditions have altered.	40,138
<u>Goose Camps in Tidewater Region</u>  <u>Winisk</u> To purchase a truck to transport hunters from camp to hunting areas on the margins of the delta.	18,700
<u>Kapiskau</u> For a seasonal staff position. A proposal for the construction of an air strip on a gravel ridge adjacent to the camp has been prepared. The total estimated cost of \$28,000 would be spread over 2 years as follows: Year 1, \$13,000; Year 2, \$15,000. The project might be funded by the Ontario Ministry of Northern Affairs.	7,800
<u>Anderson's Camp</u> For staff appointment on seasonal basis.	7,900
<u>Kashechewan (Hughes Camp)</u>	9,200
<u>Fort Severn Camp</u> For purchase of a truck to transport hunters 4 km from airport to embarkation point on river for the run downstream to the camp. This camp has been turned over to Mr. J. Stoney but requests are still made for grants for capital assistance.	5,500
TOTAL	103,238

Source: Department of Indian Affairs and Northern Development

TABLE 49

## INVENTORY OF FORT HOPE CAMPS, OCTOBER 1976

Item	Estimated \$ Value
Boats	4,500
Motors	7,000
5 x 9.9 hp,	
1 x 9 hp	
4 x 6 hp	
1 x 7.5 hp	
Peninsular Lake Camp	6,000
Log Cabin (guest) 20' x 25'	
Cabin (guides) 12' x 16'	
Cabin (cooking) 12' x 16'	
Warehouse 12' x 16'	
Ice House 16' x 16'	
Dock 30' x 10'	
Kenozhe Lake Camp	6,000
Cabin (guest) 20' x 16'	
Cabin (guides) 12' x 16'	
Cabin (cooking) 12' x 16'	
Warehouse 10' x 8'	
Ice House 12' x 12'	
Dock 15' x 4'	
Machawaian Lake Camp	10,000
Cabin (guest) 20' x 16'	
Cabin (guides) 12' x 16'	
Cabin (cooking) 12' x 16'	
Warehouse 10' x 8'	
Ice House 12' x 16'	
Dock 15' x 4'	
Purchase Lake Camp	6,000
Cabin (guest) 20' x 16'	
Cabin (guides) 12' x 16'	
Cabin (cooking) 12' x 16'	
Warehouse 10' x 18'	
Ice House 12' x 12'	
Dock 15' x 14'	

Source: Department of Indian Affairs and Northern  
Development, Nakina District

The Ogoki Lodge had its beginning in fairly modest and practical concepts that seemed to "grow like topsy" until the project was virtually out of administrative control. In the final stages, the operation reached a degree of sophistication far beyond the skills of the management of the Ogoki River Guides.

Wendel Beckworth, an American who retired to Collins, where he had lived for 14 or 15 years and functioned as an unofficial advisor to the community which built a cabin for him on Whitewater Lake, developed the concept of a teepee-type lodge. It was intended to function as a type of refurbishing or rest stop for canoeists on trips from Armstrong into the Albany River System, and perhaps to support a small commercial outpost sport camp enterprise run by the Ogoki River Guides. Subsequently, the Ogoki River Guides, under the leadership of the Patience brothers, developed a few rough sketches or plans of a lodge with a central dining/reception area and wings for accommodation.

The plans or sketches were taken to the federal Department of Regional Economic Expansion (DREE) for consideration under the terms of the federal/provincial Agricultural and Rural Development Agreement (ARDA). A grant of \$10,000 was obtained from the Native Community Branch of the Ontario Ministry of Culture and Recreation to secure the services of an architect to prepare suitable plans. The architect, Ernie Taul of Sheldon B. Rosen of Toronto, brought together a number of concepts, including Beckworth's teepee design, and the maximum use of local materials and building skills, particularly log building technology. A professional construction cost estimator, Drake Company Ltd. of Toronto, completed a thorough evaluation, setting the range between \$700,000 and \$800,000. This was not far removed from the rule-of-thumb estimate made by the Ministry of Industry and Tourism (now the Ministry of Tourism and Recreation).

The foregoing schedule of events is logical and business-like in every respect. However, problems subsequently arose in a number of directions and due to a variety of circumstances.

The Ministry of Natural Resources, on the basis of a detailed survey of the Ogoki Reservoir (an integral part of the diversion scheme channelling waters through the Jackfish River to the northern end of Lake Nipigon and eventually to Lake Superior), indicated the strengths and limitations of the angling potentials. A potential for walleye and pickerel was present. Whitefish of seven or eight pounds weight were exploitable in May and June when they would take the hook. However, the reproduction rate was low due to cold winters and low nutrient values. When the lodge was about half completed, a mercury problem was found to be present, perhaps induced by the two-meter fluctuation in water levels which draws the mineral from the silt banks of the impoundment each season. While the supply foundations for sport fishing were stated clearly, there appeared to be a general reluctance to recognize limitations throughout the history of the project.

The proposal was presented to the federal Department of Regional Economic Expansion for funding under the ARDA program. At this point, a series of administrative organizational arrangements followed that are clearly illustrative of problems that can arise from pressures exerted on a framework of divided or joint administrative responsibilities.

A share capital corporation called the Ogoki Wilderness Lodge was established. The Ogoki River Guides held 50 per cent of the shares of the lodge corporation and the remaining 50 per cent were owned by individual residents of Collins, including the Patience brothers.

The involvement of both the Ogoki River Guides, a non-share capital corporation, and the Ogoki Wilderness Lodge, a share capital corporation, made it possible for the project to gain access to the full range of financial assistance available from federal and provincial government funding programs. Interestingly, the Ogoki River Guides never signed the agreements.

Federal authorities considered that the province had agreed informally in negotiations to pay 50 per cent of the cost under the ARDA program. Two years after the original cost estimates had been prepared, DREE considered a contribution of \$325,000 as the 50 per cent share of an estimated \$625,000 total cost for buildings and equipment including boats and motors. This contribution was never met by the province.

Over the three and one-half year construction period, costs continually escalated so that the project was frequently short of cash. DREE simply continued to contribute funds to bring the embarrassment to an end. Part of the increased cost could be attributed to delays in decisions to continue the project until late in the winter, making it necessary to fly in construction materials at high freight costs rather than haul by the cheaper winter road method. Because there was no airstrip, it was necessary to use a large float plane for these purposes. In one summer, transport costs amounted to \$34,000. The DREE administration became frustrated by the continuing demands of the project and determined to finish it at all cost. The provincial ARDA administration was finally pressured to put between \$100,000 and \$200,000 into the capital development to bring the project to a speedy conclusion. In 1977, the camp was turned over to the Ogoki River Guides for a token \$1 transfer fee, with DREE assuming no responsibilities for marketing or operation.

In 1977, the provincial government, by Cabinet decision, agreed to provide operational grants to the lodge on a decreasing scale over the first three years (Year 1, \$75,000; Year 2, \$50,000; Year 3, \$25,000) on condition that specified occupancy rates were met. The funds were



administered by the Native Community Branch of the Ministry of Culture and Recreation with an administrative overview by the staff of the Resources Policy Secretariat. A series of operating and marketing steps followed that were a clear recognition of the inability of the local management to perform these functions. It appears that little attention was given to management and marketing aspects until the capital development phase was nearing completion, a blunder of major proportions.

In 1978 (Year 1 of operations), a former employee of the Ministry of Natural Resources was selected by the Patience brothers to manage the development. The operating season was a disaster. There was no market plan. Occupancy (50 guests) reached only three per cent of capacity. Service was reputed to be poor and management inadequate.

In 1979, the second season, the lodge was operated by the Patience brothers. A Cabinet grant for operations was provided even though the occupancy requirement was not met the previous season; presumably extenuating circumstances were considered to be sufficient justification. A slight, but not significant, increase in business ensued with some repeat business in spite of poor service the previous season.

The third operating season in 1979, and the second by the management of the Corporation, proved to be another disaster. The facility was marketed under contract with Central Canada Travel of Thunder Bay. Apparently about 200 American sportsmen expressed interest in the lodge. The booking agency, fearing loss of reputation and possible legal suits, abruptly pulled out of the arrangement after the first guest they brought in complained that there was nobody to meet him at the lodge and that no service was provided as stipulated in the advertising.

Cabinet refused to provide an operating grant of \$25,000 for the 1980 season; the lodge, therefore, did not operate then.

In 1981, the Ministry of Industry and Tourism stepped in to place the camp on an operational basis again. The province assumed responsibility for the outstanding debts of the Corporation, putting the remaining Cabinet grant of \$25,000 into the hands of a lawyer in Thunder Bay to meet outstanding financial obligations.

The Thunder Bay regional office of the Ministry of Industry and Tourism played an important expediting role in the attainment of new management arrangements for the 1982 season. Several prospective management parties were brought in contact with the Patience brothers who

made a choice on the basis of their own judgement. In effect, they received no advice from the Ministry of Industry and Tourism in the selection process.

Under an arrangement concluded prior to the 1982 operating season, the lodge was rented from the Ogoki River Guides for a 20-year period by Mr. Phil Robinson, the owner/operator of Ontario Wilderness Adventures at Pickle Lake and its associated Miminiska Lodge. The agreement is subject to review after five years. The Patience brothers still retain ownership of the lodge. An annual rent set at a fixed sum or percentage of gross revenue, whichever is the higher, will be paid to the Patience brothers. The complicated formula, an agreement between two companies and hence a private matter, is open to renegotiation after five years. Ontario Wilderness Adventures spent between \$50,000 and \$100,000 in renovations and refurbishing to bring the camp to a satisfactory operating state (new boats and motors, docks, water pumps, general clean up). They must train local people to manage the facility and hire guides in the Collins area, going outside only if their requirements cannot be locally satisfied. This labour/management training part of the agreement will be reviewed after five years. The management of the Ogoki River Guides must be landlords of "quiet enjoyment", visiting the lodge only once or twice a season and remaining completely outside the operations. Ontario Wilderness Adventures has assumed full responsibility for marketing, probably focusing their efforts on the midwestern United States (Chicago and Milwaukee) and the eastern United States (Cleveland, New York and Boston).

Unfortunately, it proved impossible to develop a detailed history and evaluation of public expenditures associated with the construction, operation, maintenance and training programs of Ogoki Lodge. File information could not be found at the Regional Office of DREE in Thunder Bay and some senior departmental staff involved in the project have retired. Confidential senior management reports prepared by DREE, including expenditure review studies for 1975 and 1976 and a detailed accounting study, were not made available. Newspaper articles appearing in the *Globe and Mail* in 1978 and the *Northern Ontario Business Review* in January 1981 are said to be reasonably accurate by some knowledgeable sources, and are possibly based on leaked information. The following commentary is based largely on these sources [19, 20, 30].

Capital development costs were funded virtually 100 per cent by DREE under the Agricultural and Rural Development Agreement (ARDA), with no cost-sharing by the province as is normal under this agreement. The Department of Indian Affairs and Northern Development remained entirely outside the project since status Indians were not involved. About 92 per cent of the total expenditure, or \$1.9 million, was incurred by DREE. Provincial funding by the ARDA administration, Ontario Ministry of Agriculture and Food and the Native Community Branch, Ministry of Culture and Recreation to cover operation, maintenance and training costs amounted to about \$194,000 or eight per cent of the total.

Final total costs were approximately \$2.1 million. Capital construction accounted for about \$1.2 million or 60 per cent. Final costs represented an overrun of just over \$924,000, or 300 per cent compared with the estimate of \$300,000 prepared in 1975. Operation and maintenance costs, for which the province assumed some responsibilities, were substantial, amounting to 40 per cent of the total.

### **Northern Ontario Rural Development Agreement**

Under the terms of the *Northern Ontario Rural Development Agreement (NORDA)*, a subsidiary agreement to the Canada-Ontario General Development Agreement (GDA) signed in March 1981, a total of \$18.5 million in federal and provincial funds was made available over a five-year period from March 30, 1980 to March 31, 1985 for the attainment of purposes and objectives defined as:

- "a) The purpose of this Agreement is to provide for the joint participation of Canada and the Province in programs consistent with the objectives of the GDA, including the reinforcement of the general policies and priorities of the Province concerning the expansion and diversification of economic activities in the rural areas of Northern Ontario.
- b) The objectives of the Agreement are:
  - (i) to promote the economic development of the resource-based sector, including forestry, mining, agriculture, tourism, fishing, hunting, trapping, directly related processing activities, and other industries in rural areas of Northern Ontario to effect an increase in the levels of employment income and productivity in these areas;
  - (ii) to create or maintain employment opportunities appropriate to the residents of rural areas of Northern Ontario through resource management, and the development and diversification of resource-based and other industries;
  - (iii) to promote the capital development and expansion of processing and marketing facilities to develop resource-based products in the rural areas of Northern Ontario;
  - (iv) to promote an increase in the productivity and competitiveness of the resource base in the rural areas of Northern Ontario through re-adjustment and diversification;



- (v) to provide the infrastructure to support the expansion of existing enterprises in the rural areas of Northern Ontario and to provide scope for the development of new programs and projects; and
  - (vi) to provide research, feasibility and evaluation activities to assist in the implementation, administration and planning of development programming in the rural areas of Northern Ontario and to supply relevant and appropriate studies and information otherwise not available in those areas to support development programs and projects;
- c) The intent of this Agreement is to provide rural development assistance in Northern Ontario and, to that end, funding assistance may be provided for projects:
- (i) outside of major urban centres of Northern Ontario; and
  - (ii) within those major urban centres of Northern Ontario where the projects are intended primarily for the benefit of residents of rural areas of Northern Ontario." [10]

Among five programs designed to achieve these objectives, tourism development was included and defined as follows:

"To provide tourism development incentives to the private sector for upgrading, expanding and diversifying facilities, services and activities, and to support studies for selected large-scale projects and tourist development zones." [10]

In total, \$3 million was allocated for tourism development over the five-year period. This amounted to 16 per cent of the total of \$17 million provided under the entire program.

There are three sub-projects or activities eligible for funding under the tourism development component of NORDA. These can be briefly summarized as follows:

Planning and Feasibility Studies intended to stimulate investment in the development and expansion of regionally significant tourism projects. Contributions up to 100 per cent of the costs are possible with government agencies or the private sector being eligible. No upper limit to individual project costs is stated.



Tourist Attraction Development intended to aid individuals, corporations or groups to develop shoulder, off-season or winter tourist attractions of potential regional significance in terms of economic stimulation, employment generation and operator income. Financial assistance is limited to the lesser of \$50,000 or 50 per cent of approved costs. Projects requiring less than \$5,000 are not eligible.

Tourist Facility Marketing intended to assist tourist operators to develop or expand their marketing programs to improve income, create additional employment and stimulate related economic activities. Assistance takes the form of interest-free, forgivable performance demand loans amounting to the lesser of 50 per cent of approved marketing costs or \$50,000.

The funding available, \$3 million over five years, is obviously limited, particularly when it is remembered that it must meet the needs of all Ontario north of the Lake Nipissing/French River corridor. There is a distinct possibility that a substantial proportion will be diverted to planning and feasibility research, probably stimulated, directed, or even undertaken by government agencies. In this respect, the program would simply represent a funding source for research projects of the Ministry of Tourism and Recreation, probably at the regional level. It could be applied to project feasibility research conducted anywhere in Ontario North of 50°, including areas north of the 7th and 11th baselines. In the latter case it could pose a threat to future development of tourism potentials by Indians, particularly if they remained apart from the study.

It is to be stressed, however, that Indians and Indian organizations involved in the tourism sector are eligible for funding under the tourism development program of NORDA. Indian goose camp operators have applied and received assistance for the marketing of their privately owned camps at sport shows in southern Ontario and the United States. Presumably an Indian tourism development interest group could obtain funds to investigate the feasibility of a series of sport camp developments and other associated tourism projects surrounding a community particularly when organized as a development corporation.

In recognition of the special needs and circumstances of Indians in northern Ontario, a portion of the fund totalling \$1.5 million over the five-year period of the agreement, or \$300,000 per year, was set aside for their exclusive use. The Departments of Indian Affairs and Northern Development and Regional Economic Expansion share the federal portion of the contribution equally. Indians, however, still had access to the \$17 million in the other portion of the fund noted earlier. A special committee was set up to prepare guidelines for the disbursement of funds and to review projects submitted for assistance. As the \$1.5 million will be applied to all programs of NORDA, a limited amount will be available for tourism projects.

A special committee was set up to prepare guidelines for the operation of the Indian component of NORDA (see Support Documentation). Its deliberations revolved largely around the concepts of involvement and benefit relative to eligibility. It was considered that primary involvement, as represented by 50 per cent or more equity in the business for which assistance was requested, was necessary. Furthermore, 50 per cent or more of the benefits must be in the form of wage and salary payments to Indians. Some flexible combination of involvement and benefit was possible. For example, there could be 100 per cent involvement and 40 per cent benefit, or 60 per cent involvement and 80 per cent benefit, yielding a combined percentage of 70 per cent in each case.

The question of Indian status became a factor in cost-sharing arrangements between governments and government agencies. In the case where the eligible Indian party lived on-reserve, 100 per cent of the funding was to come from federal sources with DREE and DIAND sharing on a 50/50 basis. The location of the business was not taken into account; in this case, on-reserve residence was the determining factor. In the case where the applicant lived off-reserve, the costs were to be shared by the federal and provincial governments according to the percentage of Indian benefit and involvement. The federal contribution in this instance was to be shared between DREE and DIAND, again in accordance with Indian benefit from the project.

The impact of this funding source on Indian tourist enterprises is likely to be limited. In Ontario North of 50°, the total funds are small and available only to private enterprise operations. Two private Indian goose camp operators did make successful applications in 1981 for funds to promote their camps at sport shows in southern Ontario and the United States. Since DIAND had terminated financial assistance for these activities in 1980 and 1981, the funding was useful but not critical in that the camps would have met market costs with their own resources. The funding really did little more than postpone the inevitable need of the operators to finance their advertising and promotion efforts from their own financial resources.

### Provincial Programs

Several provincially financed assistance programs of ministries of the Ontario Government require mention. While most have not been utilized to any great extent to date, particularly by Indians, they may have some future application in Ontario North of 50°, especially in the more southerly communities in the southwest.

### **Ministry of Citizenship and Culture, Native Community Branch**

Under the *Small Business Development Program* of the Native Community Branch of this Ministry, a modest block of funds, about \$375,000 for all Ontario in 1981/82, is available annually to support

native organizations and communities in the development of viable business enterprises, among which tourism and handicraft production are included. The upper limit for any project is \$25,000, and most grants are \$15,000 or less.

The program is available to status Indians, particularly those living off-reserve, and to Metis and non-status Indians. It is the only economic development program specified as available to Metis in Ontario. Funds may be advanced to band councils, community corporations or co-operatives but not to individuals. However, these groups may turn the money over subsequently to one or more individuals to develop and operate a project.

In situations when a ministry, especially the Ministry of Northern Affairs, may want to support a project but avoid the risk of incurring a precedent, it sometimes passes funds to the Native Community Branch for these purposes through a journal entry. In effect, the Branch may simply move money from other government agencies to native projects.

Grants are usually on a one-time-only basis, or a short-term basis at most. Any project that requires several years of continuous funding must be handled under another program. The funding is intended to function simply as seed, catalytic or expediting and bridging money.

In the lending field, the Native Community Branch is essentially a reactive rather than an active project development agency. In effect, the impetus must be generated at the community or local level.

Tourism is considered a legitimate business development field insofar as eligibility for grant funding is concerned. Projects of this category have been supported. For example, a marina development at Rat Portage funded by DIAND, Canada Employment and Immigration Commission, and perhaps DREE was also supported by the Native Community Branch. The latter's contribution took the form of a grant to cover the costs associated with the hiring of a project coordinator, something not included in the funding provisions of the main agreement. Ojibway Resorts Limited at Thunder Bay received a grant of just under \$25,000 for snow-making equipment. In the mid-1970's, some bridging grants were given to Sachigo and Sandy Lake for tourism purposes; however, records were not readily available.

Grants have been made frequently for craft production and marketing. This usually involved money up-front for material purchase (beads), sometimes for limited instruction and the marketing of output to wholesalers. A request of Fort Severn Band in 1981 for \$76,000 for a major craft training program was considered too large to be handled by the Branch.

As presently constituted, this business development fund of the Native Community Branch will likely not be a major force in the financing of native tourism development in Ontario North of 50°. The funds are too limited and cannot be used to support an individual, which appears to be the preferred ownership pattern of the future. However, the fund can be useful to fill gaps, initiate and test small pilot ideas, and direct money to Metis and non-status Indians.



*Leadership training funds* provided by the Native Community Branch could be used for skill training in the tourism field. Three or four years ago, guiding courses offered by Confederation College were supported through grants for the purchase of boats and motors. The on-the-job training course was run at a bush camp at Collins. When the concept of mandatory provincial licensing of guides was dropped, the course expired. For status Indians, the funding of leadership training is probably not of importance because of the availability of alternatives offered by DIAND and CEIC. For the Metis and non-status Indians, however, this fund might be useful on some occasions.

*Feasibility studies* can be funded for particular undertakings, including tourism development projects. While the amounts available for this purpose are limited, they could prove useful for preliminary concept development and testing of novel initiatives, particularly by Metis and non-status Indian communities.

The *Wintario Grants Program* administered by this Ministry will provide assistance to non-profit organizations, municipalities, and Indian bands and community groups for projects related to recreation, sports/fitness, culture, heritage and multiculturalism. There can be indirect benefits to tourism associated with the grants to the extent that they strengthen the infrastructure supply foundations of the industry. This is particularly true with respect to heritage resource development and the increased availability of halls for the staging of special events having tourist attractivity.

The application of the program in Ontario North of 50° was not probed in this study. It is noted, however, that there has been considerable money directed to Moosonee/Moose Factory by the Ministries of Citizenship and Culture and Northern Affairs for the identification, preservation and development of cultural or heritage resources which have enhanced the tourist attractivity of this destination area.

#### **Ministry of Industry and Trade: Northern Ontario Development Corporation**

The Northern Ontario Development Corporation (NODC), set up in 1979, has had a fairly extensive and steadily increasing involvement with the tourism sector almost since its inception. Four loan programs funded or administered by the NODC are available to tourist accommodation and sport camp operators throughout the province, including Ontario North of 50°. These include the *Tourism Term Loan Program (TTLP)*, the *Ontario Business Incentive Program (OBIP)*, the *Tourism Redevelopment Incentive Loan Program (TRIP)* and the *Tourism Grading Term Loan Program (TGTLP)*.

No Indian enterprises are involved in the lending activities summarized in Table 50. Moreover, these loan programs are not likely to prove attractive to Indians in the future. There are constraints on their application to Indians, largely due to the fact that loans cannot be secured by property located on reserves. A mortgage can be taken,



however, on facilities located on leased Crown lands situated off reserves. More importantly, Indians can secure more favourable terms from programs especially designed to meet their specific needs and business operating attitudes.

In terms of programs, the bulk of the lending (95 per cent) shown in Table 50 has been associated with the Tourism Term Loan. This focus is certain to continue since the Tourism Redevelopment Incentive Loan and the Tourism Grading Term Loan are less comprehensive in the coverage of facilities and are scheduled to operate over a limited time period.

The predominant geographic focus of the loans (98 per cent) in the northwestern part of Ontario North of 50° is immediately evident. This is a clear reflection of the concentration of the investment on facilities having highway or road access. Considerable recourse to the programs by operators of tourist facilities along Highway 11 to the south of 50° was not included in Table 50.

The *Tourism Term Loan Program* represents the central instrument of the NODC for direct lending to the tourism sector across all of northern Ontario, including Ontario North of 50°. This program is the oldest and most comprehensive in terms of the scope of eligible developments. When traditional funding under normal terms and conditions is not available, loans can be advanced for resort, campground, hotel, motel, cabin/cottage and fly-in camp development, improvement, expansion and renovation. Restaurants and attractions benefiting tourist accommodation operators in an area are also eligible. Funds are not provided for refinancing in the case of a transfer of ownership since this does not benefit the community in the form of new job creation. However, a loan guarantee of up to 75 per cent may be provided in these circumstances.

In the case of remote outpost camps, loans can be obtained for cabin development, docks, snowmobiles, all-terrain vehicles and planes if they are an integral component of the operation. In the case of other air operations, NODC will fund only ground installations such as hangars, but not planes. Theoretically, NODC would assist Indian entrepreneurs to purchase an operating airline, provided that it did not compete with existing services and tourist businesses.

Term Loans are offered at two per cent below the base lending rate established by the NODC for terms up to 15 years. This amounts to about five percentage points below prevailing bank rates. Repayment schedules can be geared to the seasonal cash flow patterns of the industry, so that the loan may be carried virtually interest free over the winter season. The flexibility in repayment scheduling is a decided advantage and attraction of the program.

TABLE 50

THE GEOGRAPHIC FOCUS AND REPAYMENT HISTORY OF LOANS ADVANCED BY THE  
NORTHERN ONTARIO DEVELOPMENT CORPORATION TO TOURISM ENTERPRISES IN  
ONTARIO NORTH OF 50°

Program & Area Focus	Period of Involvement	No. Loans	Total Amount \$(000)	Repayment History					
				Repaid		Outstanding		Write-Off	
				No.	\$(000)	No.	\$(000)	No.	\$(000)
<u>Tourism</u> <u>Term Loans</u> 1971-82									
Ear Falls	1972-77	6	366	1	20	5	346		
Jellicoe	1975-77	2	195					2	195
Minaki	1970-78	8	5,862	4	555	3	307	1	5,000
Moosonee	1971-80	3	239			2	222	1	17
Nakina	1974-82	5	382			5	382		
Perrault Falls	1974-82	2	90			2	90		
Pickle Lake	1974-80	3	225			3	225		
Red Lake	1973-81	6	265			6	265		
Savant Lake	1973-78	4	450			2	150	2	300
Sioux Lookout	1973-80	7	1,021			7	1,021		
		46	9,095	5	575	35	3,008	6	5,512
<u>Tourism</u> <u>Redevelopment</u> <u>Incentive Loan</u> <u>Guarantees</u> 1980									
Sioux Lookout & Perrault Falls	1980	3	522			3	522		
<u>Tourism</u> <u>Grading Term</u> <u>Loan (1)</u>	To February 1981 not taken up in Ontario North of 50°								

Source: Ontario Development Corporation, Information Office

(1) To March 1982 this program had limited or no effect in Ontario North of 50°

About \$9.1 million in Tourism Term Loans have been advanced to tourist-related enterprises in Ontario North of 50°. About 11 per cent of the loans and 96 per cent of the amount involved have been related to accommodation businesses, including hotels, motels and sport camps. Three loans totalling \$5.4 million were associated with the Minaki Lodge Resort Limited. If this special situation is removed from consideration, the activity under the program is reduced to 43 loans totalling about \$3.7 million, of which 90 per cent went to accommodation and sport camp operators.

Four loans totalling \$365,000 were made to airlines under this loan program. One was repaid while two, totalling \$195,000, were written-off and one remains outstanding. These loans probably involved plane purchases and docking at sport camp facilities. Clearly, loans to air enterprises have proven risky.

The loans in Moosonee were made for support of tour boat facilities and a bakery that was considered tourist-related in that a substantial portion of the anticipated market was expected to be associated with riders on the Polar Bear Express. The loan to the latter venture was written-off. The former is in good standing with the tour boat, Polar Princess, providing a marked enhancement of the attractiveness of the destination area.

No detailed analysis of the repayment history of loans was undertaken in this study. However, it is known that some enterprises would have been repossessed if their loan funds had been supplied by conventional lending agencies. This aspect should be carefully examined in any future detailed planning study for tourism development in Ontario North of 50°.

Eliminating the special cases of Minaki Lodge and the transportation component of the Tourism Term Loan Program, the repayment experience with the tourist accommodation sector has been mixed. Two loans totalling \$300,000 have been entirely written-off, while one totalling \$20,000 has been entirely repaid. The condition of the outstanding loans is the critical determinant. Some are in good standing, having met all obligations to date. Some are delinquent in payments and others have been renegotiated to meet unfavourable circumstances.

It is recognized that tourism loans involve an above average element of risk. Lending agencies find it difficult to identify true market prospects for highway located hotels, motels and cabins on the basis of traffic flow data and the unknown impact of increasing gasoline prices on tourist and business travel volume. Problems are particularly acute in the case of sport camp operations, where so much depends on the personal contacts of the operator, the special fish and game opportunities present, the quality of the service and, above all, management capability. In the past, some loans have been advanced, in part, as a response to perceived beneficial social, economic and political impacts on a community.



Before a loan is advanced by NODC under any of the programs listed in Chart 3, an inspection is made by the district Tourism Consultant of the Ministry of Tourism and Recreation. On the basis of the results of the inspection, a pro forma statement is prepared and forwarded to NODC. In effect, the inspection and funding functions are separated. This contrasts sharply with the procedure adopted by the Federal Business Development Bank in which the inspection and lending functions are performed by the same agency. Unfortunately, provincial tourism consultants often find it difficult to obtain the information necessary to prepare an adequate pro forma statement.

It is reasonable to expect that there will be a slow increase in lending to the tourism sector in Ontario North of 50° as the financial agencies become more familiar with the total situation. The agencies will probably be receptive to loans for winter facility development, as the industry clearly must exploit this season if it is to exert maximum economic impact. Steps will likely be taken to reduce the risk element through a demand for well-prepared pro forma statements, a more effective use of credit reports and greater attention to management outlook.

Under the *Tourism Redevelopment Incentive Loan Program (TRIP)*, loan guarantees of up to 90 per cent of the costs are available for the development, expansion or upgrading of tourist accommodation facilities and attractions located in a primary tourist area if benefits are likely to accrue to tourist operators in general through enhancement of the attractiveness of the area. An interest subsidy of five per cent a year is offered for the first five years of the loan, declining thereafter at the rate of one per cent annually until it is zero by year ten. For refinancing and the buying-out of existing operations, loan guarantees are available for up to 75 per cent of the appraised value of the property as determined on an income basis. As noted in Table 50, three loan guarantees totalling \$522,000 have been advanced to three motel/hotel enterprises in the Sioux Lookout/Perrault Falls area of Ontario North of 50°.

At the moment, this program has no real significance for Indian operators in Ontario North of 50°. It might assist in the transfer of the ownership of sport camps between Indian operators in the future. Likely, however, more favourable terms could be obtained under the programs of the Department of Indian Affairs and Northern Development.

At the end of July 1980, the Minister of Industry and Tourism announced the introduction of the *Tourism Grading Term Loan Program (TGTLTP)*. Under this program, funded through the provincial Board of Industrial Leadership and Development (BILD) and administered by the Ontario Development Corporation (ODC), \$5.5 million in loan aid are to be made available over a two-year period terminating in 1983. Only those tourist operators upgrading facilities in accordance with improvements recommended by provincial Tourism Grading Advisors



operating under the Tourism Ontario Accommodation Grading Program and in solvent business condition will qualify. Funds at two percentage points below the base lending rate of ODC at the time of loan negotiation can be advanced to cover up to 100 per cent of the costs (minimum of \$5,000, maximum of \$50,000) of a project. The rate is about five per cent below prevailing bank rates. Provision can be made for a repayment schedule of as long as eight years, with recipients having a choice in procedures. Five payments can be made during the busy season between June 15 and October 15, with the principal and interest accruing during the slow winter months; or, 12 equal monthly payments may be made.

No attempt was made in this study to determine the extent of participation in this program by tourist operators in Ontario North of 50°. Participation is believed, however, to be minimal or non-existent. Probable response over the short time remaining for operation of the program (1983) is difficult to judge. When the needs of operators applying for assistance under this program are fully assessed, it generally becomes obvious that the Tourism Term Loan Program or the Tourism Redevelopment Incentive Program is more suited to their requirements.

Under the *Ontario Business Incentive Program (OBIP)* which is not included in Table 50, interest-free loans, loans at an interest rate below that prevailing at the Ontario Development Corporation, or loans with deferred principal/interest repayment schedules can be obtained for tourist-related enterprises, including new major attractions that will substantially benefit local accommodation enterprises. The development of a ski hill or a commercial historical or recreation theme park would be within the scope of this program.

In 1978, a loan of \$134,500 was advanced under this program to an airline operation in Ontario North of 50°. The loan is still outstanding although presumably in good shape.

## Ministry of Revenue

Under the Small Business Development Corporation's *Tax and Grants Incentives Program* of this Ministry, Canadian-controlled corporations with 100 or more full-time employees, including hotels, motels and resorts but excluding trailer parks and cruise ships, may receive corporate income tax credits of up to 30 per cent of their equity investment. Unused portions of the credits can be carried forward indefinitely. Individual investors can obtain a grant of up to 30 per cent of their equity investment. The grants are exempt from income tax and are not taken into account in determining the taxable base for capital gains calculations.

This program will not likely have application to Indian tourism development in Ontario North of 50° because of the scale of the qualifying employment demand: 100 persons full time.

## Ministry of Natural Resources

Under the *Trail Development Program* of this Ministry, grants are given to ski and snowmobile clubs, conservation authorities and organized municipalities for snowmobile and ski trail development. Indians in Ontario North of 50° are more likely to apply to the Northern Ontario Resources Development Agreement agency or to DIAND for financial aid for projects of this type. In the more southerly populated sections of the study area, the program might have application where attempts are made to provide an infrastructure for the promotion of winter tourism.

## Ministry of Northern Affairs: Special Development Project 1978/79 and 1979/80

Under the *English-Wabigoon Economic Development Project*, the Ministry of Northern Affairs (MNA), in response to economic and social difficulties in the Islington (Whitedog) and Grassy Narrows Reserves, introduced a series of integrated support programs over the two fiscal years 1978/79 and 1979/80. Among them were the *Wild Rice Harvesting Program*, the *Commercial Fishing Program*, the *Tourist Industry Employment Subsidy Program* and the *Shore Lunch Site Maintenance Program*. The significant financial data related to the latter two programs are summarized in Table 51.

In the Economic Development Project, considerable emphasis was placed on tourism. Of \$164,036 contributed by MNA over the two fiscal years, \$42,941 or 38 per cent was related to these component elements or sub-programs.

The *Tourist Industry Employment Subsidy Program*, requested by the Indian bands and the Kenora District Campowners Association (KDCA), involved a subsidy of 50 per cent of the wages paid by camp operators of the area to native staff hired above the 1977 level. Eight lodges participated in 1978 and ten in 1979. In 1979, the program generated 2,380 days of employment for 69 people at a cost to MNA of \$37,941. In 1980, the corresponding statistics were 2,807 man-days' work, 39 native staff and \$39,216 in costs. In the two summer seasons, 108 Indians enjoyed 5,187 man-days' employment, generating \$154,314 in income for an investment by MNA of \$77,157.

At the suggestion of the Grassy Narrows Band, MNA also initiated a cost-sharing program with the Band Councils for the clean up of shore lunch, portage and camp sites along the river system. In the 1978/79 fiscal year, eight men worked for 300 man-days at a cost to MNA of \$5,000. Corresponding figures for 1979/80 were eight men from Grassy Narrows and Whitedog, 148 man-days and \$2,435. Additional amounts were spent by MNA for supplies and a \$200 prize for a children's poster contest. In total, 16 residents of Whitedog and Grassy Narrows received \$14,870 in wage payments over the two-year period.

TABLE 51

TOURISM-RELATED EXPENDITURES UNDER THE ENGLISH-WABIGOON ECONOMIC  
DEVELOPMENT PROJECT, 1978/79 AND 1979/80

Program			Season	
			1978/79	1979/80
<u>Tourist Industry Employment Subsidy</u>				
Lodges Participating			8	10
Number Indian Employees			69	39
Man-days' Work Generated			2,380	2,807
Employee Earnings	TOTAL	\$	75,882	78,432
	AVERAGE	\$	1,100	2,011
MNA Subsidy to Operators			\$ 37,941	39,216
<u>Shore Lunch Site Maintenance</u>				
Number Indian Employees			8	8
Man-days' Work Generated			300	148
Employee Earnings	TOTAL	\$	10,000	4,870
	AVERAGE	\$	1,250	609
MNA Subsidy to Band			\$ 5,000	2,435
<u>Tourist Industry Training</u>				
Number Indian Trainees				48
Man-days Training				1,790
Trainee Earnings	TOTAL	\$		28,070
	AVERAGE	\$		585
Instruction and Other Costs				\$ 50,400
MNA Contribution to Earnings				\$ 14,035
Instruction Costs				\$ 25,200

Source: Ministry of Northern Affairs, Thunder Bay

Confederation College, with funding by the Canada Employment and Immigration Commission and the Department of Indian Affairs and Northern Development, conducted two tourism industry training programs concurrently on the Islington and Grassy Narrows Reserves to meet skilled manpower deficiencies and to provide the basis for the entry of Indian workmen into the industry. A twelve-week guiding course was conducted from February 18 to May 7, 1980 and an eight-week tourist services course was conducted from March 10 to May 2, 1980. As shown in Table 51, a total of 48 people, 12 from each reserve for each



course, were involved in the programs. Trainees earned \$28,070 in wage payments, of which MNA contributed \$14,035. Instruction and other costs for 1,790 training days were estimated at \$50,400, of which MNA paid 50 per cent or \$25,200.

The English-Wabigoon Economic Development Project is an example of a tourism development initiative designed to meet a special distress situation. While of considerable immediate benefit in terms of income generation, such initiatives are essentially make-work projects of dubious long-term benefit. Within the context of a development plan, however, the effectiveness could be considerably enhanced.

## **BUSINESS PERFORMANCE EVALUATION FOR CREE INDIAN GOOSE HUNTING CAMPS**

### **Balance Sheet**

The modified balance sheet, Table 52, for four Cree Indian goose hunting camps in the Tidewater region managed/operated by the Ministry of Natural Resources under the federal-provincial Resources Development Agreement is of major interest because it exposes a number of important limitations associated with the operations and requiring attention. Additional insights are gained from an examination of the profit and loss statement, Table 53, particularly when the information is combined with that contained in Table 54 showing capacity/usage relationships and in Table 55 concerned with profit/volume analysis.

The current assets shown in the balance sheet are modest in scale, reflecting the position at the close of the operating season after all bills had been paid and receivables collected. The cash balance in the bank accounts available to begin operation the following season was reasonable in the case of Anderson's and Kapiskau camps, slightly low for Winisk, and inadequate for Kashechewan. In the latter case, the pattern undoubtedly reflects the winding down of the small and old facility.

The original total value of fixed assets set at \$197,104 is distributed as follows: camp buildings, \$112,699 or 57 per cent; equipment, \$84,405 or 43 per cent. The written-down or depreciated value of the fixed capital assets is shown as \$96,691 and divided as follows: camp buildings, \$46,104 or 48 per cent; equipment, \$50,587 or 52 per cent. In effect, the capital plant has depreciated by \$100,413 or 51 per cent. Unfortunately, there is no actual depreciation account for the camps, the depreciation reserve being nothing more than a book entry designed to alert management to this aspect. Funds are simply advanced under the federal-provincial Resources Development Agreement as required to meet renovation and replacement costs, an unbusiness-like procedure over the long haul.



BALANCE SHEET FOR CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON AND JAMES BAYS  
UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT AGREEMENT  
MARCH 1980 to JANUARY 31 1981

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	\$	%	\$	%	\$	%	\$	%	\$	%
A ASSETS										
I Current										
Cash (Bank & on Hand)	9,195		6,967		1,998		5,391		23,551	
Accounts Receivable	717		687		293		198		1,895	
Inventory Van Supplies	790		790		791		791		3,162	
Subtotal I	10,702	57	8,444	23	3,082	15	6,380	13	28,608	23
II Fixed										
Camp Buildings										
Est. Original Cost	5,000		41,567		28,240		37,892		112,699	
Less Depreciation	750		23,356		17,551		24,938		66,595	
Reserve	4,250	23	18,211	50	10,689	52	12,954	26	46,104	37
Subtotal Camp Buildings										
Equipment										
Est. Original Cost	4,277		16,815		10,998		52,315		84,405	
Less Depreciation	496		6,808		4,220		22,294		33,818	
Reserve	3,781	20	10,007	27	6,778	33	30,021	61	50,587	40
Subtotal Equipment										
Subtotal II	8,031	43	28,218	77	17,467	85	42,975	87	96,691	77
III Intangibles										
Goodwill (1)	66,000								66,000	
TOTAL ASSETS	84,733		36,662		20,549		49,355		191,299	
TOTAL ASSETS LESS INTANGIBLES	18,733	100	36,662	100	20,549	100	49,355	100	125,299	100

TABLE 52 Continued

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	\$	%	\$	%	\$	%	\$	%	\$	%
<b>B LIABILITIES</b>										
I Current										
Accounts Payable	-		246		1,075		20		1,341	
II Deferred										
For Capital Plant, Bldgs. & Equipment:										
Crown Advances (2)	74,743		39,508		36,681		57,640		208,572	
Loans (DIAND) (3)					3,500				3,500	
Subtotal Capital Plant	74,743		39,508		40,181		57,640		212,072	
For Operations:										
Crown Advances (2)	69,553		155,105		263,127		166,075		653,860	
Transfer to Band (4)							5,000		5,000	
Subtotal II	144,296		194,613		303,308		228,715		870,932	
<b>TOTAL LIABILITIES</b>	144,296		194,859		304,383		228,735		872,273	
<b>C OPERATING DEFICIT</b>										
To Feb. 29, 1980	32,104		129,465		246,823		138,265		546,657	
Mar 1/80 to Jan 31/81	27,458		28,731		37,011		31,115		124,315	
<b>TOTAL OPERATING DEFICIT</b>	59,562		158,196		283,834		169,380		670,972	

Source: Ministry of Natural Resources, Moosonee District

- (1) Represents purchase price of camp in 1977 less the value of buildings and equipment.
- (2) Represents funds provided under the federal-provincial Resources Development Agreement. These will never be recovered.
- (3) Represents a loan that will not likely be repaid.
- (4) Funds taken from bank account of the camp and turned over to bank account of the Winisk Band. This was considered to be a reduction in accumulated bank balance rather than a transfer of profits.

The total liabilities, consisting primarily of annual Crown advances using the funds of the federal-provincial Resources Development Agreement, total \$872,273 for an average of \$218,068 per camp. If the abnormally high amount related to the Kashechewan Camp is excluded, the total is \$568,965 and the average \$189,655.

Of the \$870,932 in deferred liabilities, a surprising \$653,860 or 75 per cent is associated with operational expenditures. Included in this amount is a \$5,000 transfer of funds from the camp bank account to the Band, even though there was no operating profit for the camp. Advances for construction of the capital plant and equipment totalled \$212,072 or 24 per cent, a noticeably low proportion.

On the basis of the evidence of the balance sheet alone, the program appears to have had no business viability. Its justification rested essentially on its beneficial social impacts, taking the form of desperately needed income generation, business management training, and pilot project experimentation. Even within this framework of social benefits, particularly that related to the development of business management, progress has been painfully slow and frequently discouraging.

Before the program is too harshly condemned on the basis of the evidence of the balance sheet, largely historical in outlook, several important points require note. Four camps, Fort Severn, Attawapiskat, Tidewater and Winisk, have been turned over to local resident Cree Indians and are operating successfully to date. Negotiations are under way to turn over the remainder as quickly as possible. There has been an exemplary dedication of the MNR field staff to the camps since their inception; without this they could not have survived. Finally, it is the prospective viability of the camps when transferred to Cree Indian ownership and operation that is of primary concern. In this respect, the outlook is reasonably bright, as can be seen from an examination of the profit and loss statement and the concept of direct and indirect costs contained therein.

#### Modified Profit and Loss Statement

In the 1980 operating season (March 1, 1980 to January 31, 1981), revenues for the four camps combined were \$143,401 (Table 53). Exclusive of Kashechewan, they totalled \$120,112. Considering the group of camps, \$119,143 or 83 per cent of the revenue was associated with accommodation sales that represent the payments of the hunters to the camps for their hunting experience. Hunters paid additional charges for transport and the commissions taken by the wholesale and retail agents. Van sales, which include sundries such as tobacco, chocolate bars, ammunition and other small items, totalled \$23,310 or 16 per cent. This can be a profitable operation for the camps if well managed.

From Table 54 relating camp capacity to the volume of guests and hunter-days at the camps in 1980, it will be seen that the occupancy

TABLE 53

MODIFIED PROFIT AND LOSS STATEMENT FOR CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON  
AND JAMES BAYS UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT AGREEMENT  
MARCH 1 1980 to JANUARY 31 1981 (1)

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	\$	%	\$	%	\$	%	\$	%	\$	%
<b>A REVENUE</b>										
Accommodation Sales	42,863	85	19,200	78	16,380	70	40,700	90	119,143	83
Van Sales (2)	7,112	14	5,379	22	6,718	29	4,101	9	23,310	16
Exchange on US Funds	343	1	111		191	1	303	1	948	1
Subtotal Revenue	50,318	100	24,690	100	23,289	100	45,104	100	143,401	100
<b>B EXPENSES</b>										
<b>I Direct Costs (3)</b>										
Van Purchases	8,130	13	7,056	17	6,510	14	5,538	8	27,234	12
Salaries & Wages:										
Clerical	1,211	2	833	2	1,054	2	871	1	3,969	2
Guiding	14,584	22	3,571	8	4,058	8	6,746	10	28,959	13
Plucking	2,654	4	1,250	3	682	1	1,402	2	5,988	3
Subtotal Salaries & Wages	18,449	28	5,654	13	5,794	12	9,019	14	38,916	18



TABLE 53 Continued

Item	Anderson's		Kapiskau		Kashechewan		Winisk		Combined	
	\$	%	\$	%	\$	%	\$	%	\$	%
Benefits:										
WCB	191		153		186		132		662	
UIC	386		178		188		336		1,088	
CPP	388		148		160		270		966	
PST			4				6		10	
Subtotal Salaries, Wages & Benefits	19,414		6,137	15	6,328	13	9,763	15	41,642	19
Cooking Operation	12,970	20	5,666	13	13,289	28	8,209	12	40,134	18
Boat & Motor Rentals	4,571	7	1,122	3	1,304	3	1,127	2	8,124	4
Gas & Oil	3,557	5	2,433	6	2,746	6	6,984	10	15,720	7
Camp Management	10		962	2	1,519	3	1,048	2	3,539	2
Camp Maintenance	13,810	21	13,382	32	13,218	28	27,535	42	67,945	31
Operating Licence	20		20		20		20		80	
Advertising	2,080	3	2,080	5	1,132	2	2,538	4	7,830	3
Bank Charges	18		18		19		28		83	
Depreciation	464	1	2,919	7	1,962	4	3,105	5	8,450	4
Subtotal Direct Costs	65,044	100	41,795	100	48,047	100	65,895	100	220,781	100
Operating Loss I (5)	14,726	30	17,105	69	24,758	106	20,791	46	77,380	54

TABLE 53 Continued

Item	Anderson's		Kapiskau		Kashechewan		Wnisk		Combined	
	\$	%	\$	%	\$	%	\$	%	\$	%
II Indirect Costs (4)										
Camp Management:										
Program Co-ordinator	8,836		8,741		8,973		9,797		36,347	
Advisory Assistant	3,451		1,992		2,755				8,198	
Subtotal Camp Management	12,287		10,733		11,728		9,797		44,545	
Clerical	525		892		525		525		2,467	
Subtotal Indirect Costs	12,812		11,625		12,253		10,322		47,012	
III Direct & Indirect Costs										
Total	77,856		53,420		60,300		76,217		267,793	
Operating Loss III	27,538		28,730		37,011		31,113		124,392	
IV R & D Fund Contribution										
To Direct Costs	13,819	52	11,256	49	19,411	61	18,166	64	62,652	57
To Indirect Costs	12,812	48	11,625	51	12,253	39	10,322	36	47,012	43
Subtotal	26,631	100	22,881	100	31,664	100	28,488	100	109,664	100

Source: Ministry of Natural Resources, Moosonee District

- (1) The statement is modified in the sense that the traditional format for a profit and loss summary has been rearranged to accommodate the concept of direct and indirect costs.
- (2) Van sales represent chocolate bars, cigarettes and sundry items sold to camp guests.
- (3) Direct costs are those involving cash payments by the camp for goods and services as listed. These are paid in part from camp revenues and in part by funds supplied under the Resources Development Agreement.
- (4) Indirect costs are those incurred by the Ministry of Natural Resources for the management of the group of camps. They involve salaries, supplies and travel. This is a supervisory overhead cost that is funded under the Resources Development Agreement.
- (5) Indicates dollar amount of loss and percentage relative to revenue.

rates were reasonably high at Kashechewan Camp (67 per cent) and excellent at Winisk (83 per cent) and Anderson's (132 per cent). The abnormally high value at the latter may indicate crowding or may reflect a combined type of operation with Kashechewan (Hughes), operated from the same village. The low value for Kapiskau Camp (44 per cent) was apparently due to booking agent problems more than soft market conditions or lack of facility appeal.

TABLE 54

CAPACITY AND OCCUPANCY OF CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON  
AND JAMES BAYS UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT  
AGREEMENT IN THE 1980 SEASON

Camp	Year Est.	Guest Capacity			Occupancy 1980 Season			
		Per Hunt	Per Season	Total Hunter Days (1)	Guests	% Season Capacity	Hunter Days	% Season Capacity
Anderson's	1967	24	144	432	143	100	572	132
Kapiskau	1966	20	140	420	62	44	186	44
Kashechewan	1967	12	84	252	56	67	168	67
Winisk	1967	20	140	420	116	83	348	83
TOTAL		76	508	1,524	377	74	1,274	84
TOTAL Less Kashechewan		64	424	1,272	321	76	1,106	87

Source: Ministry of Natural Resources, Moosonee District

(1) Based on three-day hunts.

Two types of costs are included in the profit and loss statement. Direct costs, which include all expenditures for the actual operation of the camps, were \$220,781 or 82 per cent of the total costs of \$267,793. The deficit when only direct costs are considered was \$77,380, for an average of \$19,345 per camp. The indirect costs to MNR associated with the goose camp program reached \$47,012 in 1980 or 18 per cent of the total.

It is important to note at this point that a large percentage of the deferred liabilities of the camps for operations noted in the discussion of the balance sheet were actually associated with indirect costs. When the camps are transferred to private Indian residents of the local community, these costs disappear. This places the future outlook for financial viability in a more favourable light.

In spite of the foregoing situation respecting indirect costs, the fact that the four camps incurred an operating loss of \$77,380 under direct costs remains. This is clearly a disturbing feature of the financial analysis that cannot be ignored. Considering only direct operating costs, all camps should have shown a profit given the occupancy rates enjoyed in 1980. This is evident from an examination of Table 55.

TABLE 55

CAPACITY AND PERFORMANCE OF CREE INDIAN GOOSE HUNTING CAMPS ON HUDSON  
AND JAMES BAYS UNDER THE FEDERAL-PROVINCIAL RESOURCES DEVELOPMENT  
AGREEMENT IN THE 1980 SEASON

Camp	Percentage Occupancy				1980 Operating Season	
	Break-Even	Required to Produce Profit				
		\$1,000	\$5,000	\$10,000	Occ.	Loss
		%	%	%		
Anderson's	37	41	55	73	132	14.6
Kapiskau	47	51	65	83	44	17.1
Kashechewan	52	58	80		67	24.7
Winisk	75	54	80	93	83	20.8

Source: Ministry of Natural Resources, Moosonee District, and Reference [1]

### Possible Avenues for Improvement of Performance

Possible solutions to the problem can be considered from the viewpoints of both cost and revenue. The possibility of increasing revenues by a growth in sales volume, particularly the accommodation component which accounted for 83 per cent of the total revenue, automatically springs to mind. Since very high rates of occupancy were obtained in 1980 in the case of Anderson's Camp (132 per cent) and Winisk (83 per cent) and a modest rate was obtained at Kashechewan (67 per cent), opportunities of this type are limited.

If 100 per cent occupancy had been achieved at Kapiskau, Kashechewan and Winisk camps, accommodation revenues would have been increased by 34 per cent or \$40,840 to a total of \$159,983 and total revenues by 36 per cent or \$52,133 to \$195,534. It is difficult, however, to determine accurately the percentage of this increased revenue



that could have been applied to the reduction of the operating deficit of \$77,380 under direct costs. Much would depend on the efficiency with which the variable costs, particularly labour, were handled. From a cursory examination of the scale of many direct costs shown in the profit and loss statement, including labour costs, there is a strong possibility that there was much unproductive capacity or slack present at times. This suggests that a very high proportion, possibly 75 per cent, of the increased accommodation revenue could be applied legitimately to a reduction of operating losses. Using the foregoing rationale, the loss under direct costs would have been reduced by \$30,630 or 39 per cent to \$46,750 if 100 per cent occupancy had been obtained. Clearly, a substantial deficit would have remained that must be attributed to other factors.

The possibility of attaining increased revenue through higher accommodation charges certainly must be considered. It is clear, however, that opportunities of this kind are limited.

To overcome an operating loss of \$77,380, accommodation revenues would have had to increase to \$196,443 or by 65 per cent. The daily accommodation rate per hunter would have had to increase from \$100 to \$165 per day and the price for a three-day hunt from \$300 to \$495. It is questionable whether the market would support such an increase without a substantial decrease in demand, particularly if alternative, lower-priced camps were available in the region. Nevertheless, it is reasonable to assume that some increase is required to match the rapid growth in operating costs, especially for energy. If rates had been \$115 per day, gross revenues from accommodation would have been \$137,014. This would have reduced the deficit by \$17,871, or 23 per cent, to \$59,429.

The extent to which operating losses under direct costs could have been offset by more efficient management of the costs of production can be partially determined from an examination of the expenditure elements of the profit and loss statement. Attention is almost immediately directed to camp maintenance costs, the largest single item, which total \$67,945 or 31 per cent of all direct expenditures. This item represented 47 per cent of the gross revenues of \$143,401. These costs, including supplies and wages for a camp handyman, labour to open and close the camps and housekeeping personnel, should be in the order of 15 per cent of total operating expenses at the 100 per cent occupancy level.

In the case of the four camps under review, camp maintenance costs included salaries for four year-round caretakers, repairs for normal wear and tear, repair of damage due to vandalism, and wood cutting for Kapiskau Camp. It is obvious that a large percentage of the maintenance costs, perhaps 85 per cent, are abnormal for a sport camp operation of this type. Perhaps as little as 15 to 20 per cent involved costs associated with the opening, operating and closing of the camps,

normal for a private enterprise operation. If camp maintenance costs had been reduced to about 15 per cent of direct costs or \$33,105, the operating loss would have been reduced by \$34,840, or 45 per cent, to \$42,460. Given the present management and operating atmosphere, this unfortunately may not have been feasible.

Van purchases totalled \$27,234 and sales or receipts \$23,310. Clearly there was a considerable amount of unsold merchandise which does not appear in the financial statements. If it is assumed that van sales involved a 30 per cent markup in their purchase price, then the cost of the merchandise sold was \$16,317. With van purchases totalling \$27,234, something in the order of \$10,917 in merchandise at all four camps combined is unaccounted for.

From Table 56, indicating the scale of wages paid at a hypothetical camp in accordance with a directive from the Ministry of Labour, the need for effective use of staff will be obvious. To a very large extent, labour must be treated as a variable cost that is incurred only as required. If it is treated as a fixed cost independent of hunter demand for services (i.e., independent of the number of hunters in camp), a serious drain will be placed on profits or a deficit position will be quickly created. This may have occurred to some degree at the camps under discussion.

From the foregoing analysis, it is clear that management and operating practices have been unbusiness-like. The camps appear to have been regarded by the Indians as make-work projects backed by an annually replenished, supporting fund. On government's part, they were viewed largely as concept testing and training projects, eventually leading to viable Indian owned and operated enterprises. In this regard, success has been achieved in the case of Tidewater, Attawapiskat, Fort Severn and Winisk Camps, which have been turned over to local resident Indians and to date are operating successfully. It is also appropriate to note that the field staff of the Ministry of Natural Resources has displayed remarkable dedication and perseverance with the program since its inception; the ultimate pay-off may be within sight.

#### Pro-Forma Statement for a Hypothetical Goose Camp

Taking into account the substance of the foregoing discussion and the information contained in the profit and loss statement, assuming a 100 per cent occupancy rate at the camp and allowing for a reasonable increase in hunter accommodation charges, the hypothetical pro-forma statement (Table 56) has been prepared for a 20-man goose camp under the ownership and management of a local resident Indian. The entire operation is removed from a social/welfare/training framework of evaluation and accountability to a legitimate, well-managed, private enterprise business operation. The evidence points strongly to excellent prospects for a continuous, viable operation given proper management and the turnover of the camps by MNR and DIAND to individual Indians at the earliest possible moment, a process now well under way.

It is assumed that the assets would be transferred to the individual owner/operator free of charge or encumbrance. It is further assumed that adequate initial operating capital would be provided to bring the facilities into a satisfactory position from the standpoint of available working capital.

Revenues in the pro-forma statement are based on \$325 per hunter for a three-day hunt. Transport costs and commissions would involve additional costs to the hunter. In effect, the \$325 represents the fee paid to the camp operator by an agent or by a hunter flying directly to the camp in a private plane.

Revenues have been increased through the imposition of charges well above those in force in 1980. In that year, the fee of \$300 per three-day hunt represented a situation in which the snow goose was being sold at below full market value. In the 1981 season, payments to the camps per hunter were increased to the following levels: Anderson's Camp and Kapiskau, \$315 per hunter; Winisk Camp, \$365. The fee of \$325 per camp used in the preparation of the pro-forma statement therefore seems reasonable for an average situation. Van sales have been set at \$35 per hunter which yields gross sales of this item of \$4,900. Total gross revenues are set at \$50,400.

Operating expenses are substantially reduced over those currently prevailing in government owned and supervised goose camps. Caretaker services are eliminated since the Indian owner-manager would perform these and many other tasks himself, or with the labour input of his immediate family. Wage labour would be kept within the operating requirements set by the volume of hunter usage. Probably only the cook and head guide would be paid on a seasonal basis.

The owner/manager salary drawings are set at \$2,500. The salaries for the cook and the assistant cook, hired on a seasonal basis, are estimated at \$1,995 in total. This is nine per cent of all salary and wage costs and six per cent of all operating expenses. The cook would be hired for 30 days to cover camp opening and closing periods and the assistant for about 25 days.

Two workers required for housekeeping duties over a 30-day period, including opening and closing duties as well as the camp operating period of 21 days, would earn \$1,800 combined. In some situations, the owner's family could perform part or all of these duties, particularly if the financial position of the camp was weak or guest sales were temporarily in a depressed state.

A camp handyman is almost a necessity during the operating period of the camp, especially if it is functioning at full or nearly full capacity. Camp maintenance, involving the opening clean-up of the site and the closing and storage operations, may require 20 man-days. Two people working for about five days each at each end of the season should suffice. The maintenance and handyman functions, the former perhaps being performed by guides, would require about \$1,395 in wage payments.



TABLE 56

PRO-FORMA STATEMENT FOR A HYPOTHETICAL GOOSE CAMP UNDER LOCAL INDIAN  
OWNERSHIP AND OPERATION IN 1983 (1)

Item	\$	%	%
GROSS REVENUE			
Accommodation Sales at \$325/3-day hunt	45,500	90	
Van Sales, average \$35/hunter	4,900	10	
Subtotal Gross Revenue	50,400	100	
OPERATING EXPENSES			
<u>Salaries and Wages</u>			
Owner/Manager Salary	2,500	11	
Hired Labour:			
Cook - Head, \$40/day	1,200	5	
Cook - Assistant, \$31/day	755	4	
Housekeeping, 2 workers at \$30/day	1,800	8	
Camp Handyman, \$31/day	775	4	
Camp Maintenance, 20 man-days at \$31/day	620	3	
Guides, \$33/day plus \$12/day boat and motor rental = \$45/day			
Head guide \$55/day on a seasonal basis	9,660	44	
Pluckers, 10 geese and 6 ducks/ hunter at \$24	3,360	15	
Benefits (WCB, UIC, CPP), estimated at 6% of wages and salaries	1,241	6	
Subtotal Salaries and Wages	21,931	100	61
<u>Supplies and Sundries</u>			
Food Purchases, \$20/hunter/day	2,800	22	
Van Purchases	2,950	23	
Hunter Supplies (linings, sleeping bags, goose packing boxes, toiletries)	750	6	
Camp maintenance and cleaning supplies	600	5	
Energy:			
Wood for heating, 10 cords at \$45/cord	450	4	
Diesel fuel, 3 drums at \$142/drum	426	3	
Gasoline, 14 drums at \$157/drum	2,198	17	
NOTO Membership	100	1	
Contingencies	2,500	19	
Subtotal Supplies and Sundries	12,774	100	36



TABLE 56 Continued

Item	\$	%	%
<u>Travel for Supplier Contacts and Camp Operating Arrangements</u> 2 trips/year to nearest supply centre such as Timmins	1,100	3	
Subtotal Operating Expenses	35,805	100	
GROSS OPERATING PROFIT Revenue Minus Operating Expenses	14,595		
CAPITAL EXPENSES			
Insurance, Liability and Fire	1,200	24	
Depreciation:			
Buildings, 5% of 35,000	1,750	36	
Equipment, 20% of \$10,000	2,000	40	
Subtotal Depreciation	3,750	76	
Subtotal Capital Expenses	4,950	100	
Total Operating and Capital Expenses	40,755		
NET PROFIT, Revenue Minus Expenses	9,645		

PROFIT VOLUME ANALYSISBreak-Even Point

(a) Expressed as a Function of \$ Sales

$$\frac{\text{Fixed Expenses}}{100\% \text{ Costs} - 53\% \text{ Variable Costs}} = \frac{\$13,795}{.47} = \$29,351$$

as a function of sales

(b) Expressed as Volume of Hunters and Occupancy Rate

$$\frac{\$29,351}{360} = 82 \text{ hunters} \quad \frac{82}{140 \text{ Cap.}} = 59\% \text{ Occupancy}$$

TABLE 56 Continued

Contribution to Margin

$$\text{CM Ratio} = \frac{\text{Sales} - \text{Variable Costs}}{\text{Sales}} = \frac{\$50,400 - 26,960}{50,400} = \$23,440 = 47\%$$

\$ Sales and % Occupancy Required to Produce:

(a) \$1000 in Profits

$$\frac{\text{Fixed Costs} + \text{Net Profit}}{.47} = \frac{\$13,795 + 1,000}{.47} = \$31,479 = 63\% \text{ Occupancy}$$

(b) \$5000 in Profits

$$\frac{\text{Fixed Costs} + \text{Net Profit}}{.47} = \frac{\$13,795 + 5,000}{.47} = \$39,989 = 80\% \text{ Occupancy}$$

- (1) Based on 100% occupancy of a 20-man camp for seven hunts of three-days duration and involving 140 hunters for 420 hunter-days.

Guide wage payments represent the largest single item of the hired labour costs. The established rate of \$33 per day is increased by \$12 per day when guides use their own boats and motors. Since boats and motors have been acquired for general living purposes, much like a personal car or light truck in the south, the total \$45 daily payment can be considered to be a wage payment in some respects and probably would be so regarded by the guides. Gas and oil are supplied by the camp owner.

Each guide can handle two hunters under normal circumstances. For a total of 420 hunter-days, a total of 210 guide-days would be required at a cost of \$9,450. At 100 per cent occupancy, ten guides would be required for each three-day hunt. At that scale of operation, the designation of a head guide would be desirable to remove some responsibility from the owner/operator. The head guide could be hired on a seasonal basis at \$55 per day. Assuming that he would do a full day's guiding, the total wage payments for guides would be \$9,660, or 44 per cent of salaries and wages and 24 per cent of all operating costs.

Pluckers, who are usually women and often daughters or wives of the guides, would earn \$24 per hunter or \$3,360 for the season. This is the second largest wage item, amounting to 15 per cent of these costs and eight per cent of all expenses.

In the pro-forma statement, wage and salary expenditures total \$21,931 or 61 per cent of all operating costs. They represent 54 per cent of capital and operating expenses combined. Clearly the goose camps would be maintained as a strong, labour-intensive type of operation after transfer.

Supplies and sundries total \$12,774, which is 36 per cent of operating expenses. Most items indicated require no explanatory comment.

Energy costs are substantial, totalling \$3,074 which is nine per cent of all operating costs and 24 per cent of those listed under supplies and sundries. In October 1982, diesel fuel was \$109 FOB Moosonee for a 45-gallon drum. Transport from Moosonee to the camp was estimated at \$33 per drum. Gasoline charges for a 45-gallon drum were \$121 FOB Moosonee, to which an additional \$36 was added for transportation to the camp.

Travel for supplier contacts and camp operating arrangements involves trips of the owner/operator from the Indian settlement to Timmins, or similar points, to make arrangements for the purchase of meat and food supplies from wholesalers. Discussions with air carriers and booking agents may also be required. An overnight stay in Moosonee and the supply centre may be involved. Allowance has been made for two trips of this type per year.

Capital costs, including insurance and depreciation, total \$3,750, or nine per cent of all charges listed in the pro-forma statement. As noted previously, it has been assumed that the camp would be turned over to an Indian owner-operator free of all encumbrances.

The break-even point, expressed as a function of dollar sales or volume of hunters and occupancy rates, indicates the point at which the enterprise breaks even in the sense that it shows neither a profit nor a loss. The contribution to margin (CM) ratio indicates the average contribution that each dollar of sales makes to the recovery of fixed costs and towards the generation of net income. In the case of both measures, the formula applied is clearly indicated.

The manner in which fixed costs are determined is critical and indeed challengeable. Fixed costs in this analysis include 100 per cent of capital costs and the costs of all supplies and sundries that must be purchased prior to the operating season. Food and van purchases that can be ordered just prior to the arrival of guests when requirements become clear are excluded. A portion of the wage and salary expenses associated with labour which must be contracted for on an operating season basis are also considered fixed costs. Included are the cook and the maintenance labour to open and close the camp. On this basis, fixed costs have been set at \$13,795, which is 34 per cent of the combined capital and operating expenses totalling \$40,755. Variable costs then amount to \$26,960, which is 66 per cent of combined capital and operating expenses and 53 per cent of gross revenues; variable costs are employed in the derivation of the contribution to margin ratio.



In the pro-forma statement, the break-even point for the hypothetical camp is set at 59 per cent occupancy, which generates a gross revenue of \$29,351. The CM ratio is 47 per cent, which means that 47¢ of every sales dollar go towards the recovery of fixed expenses and the generation of net income. Using the CM ratio (47 per cent) in combination with fixed costs, the volume dollar sales and occupancy ratios required to produce profit are set as follows: \$1,000 profit requires sales of \$31,479 and an occupancy rate of 63 per cent; \$5,000 profit requires sales of \$39,989 and an occupancy rate of 80 per cent.

The owner/operator can make \$2,500 in salary payments and \$9,645 in profits at 100 per cent occupancy for a total of \$12,145. At 80 per cent occupancy, his overall income would be \$5,000 in profits plus \$2,500 in salaries, or \$7,500. Some salary payments under labour may actually accrue to his family.

### Marketing and Transport Considerations

The foregoing evaluation relates solely to the operation of the sport camp. Marketing and transport logistics associated with client promotion and travel are not included. In an attempt to increase profits, to control marketing more effectively and to gain a greater measure of overall flexibility and manoeuvrability, considerable vertical integration has been introduced into both native and non-native sport camp business enterprises, particularly with respect to marketing.

All government owned and supervised Cree Indian goose camps and other sport camps in Ontario North of 50° are marketed through private retail and wholesale booking agents. The marketing function, however, has been assumed by the Indian owners/operators in most cases where goose camps have been turned over to them. The prospect of increased profits by avoiding agent commissions, the opportunity to travel to sport shows outside the region in the winter months, and the chance to introduce an element of price flexibility in tight market situations have proved to be strong inducements. The long-term balance of benefits and costs associated with this form of vertical integration of the operations has not yet been fully established. The termination of grant aid in 1981 by DIAND for sport show promotion activities and a possible tightening of the market in this period of recession will further test the advisability of this practice.

In Table 57, the relationships between hunter fees, the amounts paid to camp operators to stage the hunt, and air transport costs are indicated.

Hunter fees received by marketing agents or camp owners directly merchandising their hunts have increased steadily in the last three years, largely in response to increasing costs for transportation,



advertising and promotion. In the case of the camps owned by MNR, the marketing agents increased hunter fees by five to 14 per cent between 1981 and 1982, and foresee about a five per cent increase in 1983. The tariff for Hannah Bay Goose Camp increased by 17 per cent between 1981 and 1982, and signs of buyer resistance appeared, probably as a result of the recession. The problem of pricing and competition from alternative opportunities is noted elsewhere in the report.

The two largest expenditures confronting the marketing agents for the MNR owned camps were the fee per hunter paid to the Ministry for the conduct of the hunt and the air charter transportation costs. Considered in combination, these represented about 80 to 85 per cent of the total hunter fee and 95 per cent or more of all costs incurred by the agent. Hunter fees paid to MNR for services provided at the camps, including accommodation, food, guiding and plucking of birds, increased by about eight per cent over the three-year period from 1981 to 1983. This is a modest increase considering the growth in supply costs for the camps. To a large extent, it has been achieved through the coverage of operating losses by the Government, and hence by the provincial taxpayer. Had these camp costs been increased by a percentage equal to that imposed on hunter fees by the agents and on transport costs by the carriers, consumer resistance to the package might have been substantial in the recession of 1982.

The differential between the fee paid by the hunter and the amount received by the camp for services provided is in the order of 60 to 65 per cent. This provides a strong incentive to Indians to market the camps themselves. Two points should be recognized in this regard. First, transportation costs represent a substantial proportion of the difference. Second, advertising and promotional costs can be substantial for the Indian owners located long distances from the prime market areas. In this respect, the owners can be at a strong cost disadvantage compared with the marketing agents. Moreover, they must bear the full weight of these costs in the future as subsidies will not continue to be available to them. Finally, the marketing agents' mailing lists and networks of merchandizing contacts may prove very difficult to duplicate. From a counterbalancing viewpoint, the assumption of marketing responsibilities does offer the Indians a chance to travel outside the region, and thereby to broaden their economic and business perspectives. If successful in marketing, there are possibilities to increase income and also to manoeuvre in the face of economic recessions and cost/price squeezes. The point of the discussion is simply to alert those considering such a course of action that there are problems as well as opportunities associated with the assumption of marketing responsibilities. In some cases, at least in the initial year after the transfer, the continuation of the division of responsibilities between operating and marketing may be prudent.

Although sport camps are often integrated with charter aircraft operations, this has not occurred in the case of goose camps to date. The season is too short compared with that of hunting and fishing camps

TABLE 57

HUNTER FEE, CAMP HUNT FEE AND TRANSPORT COSTS FOR GOOSE CAMPS IN  
THE TIDEWATER REGION, 1981 to 1983

Camps		Hunter Fee		Camp Fee/Hunter			Transport Costs/ Hunter(2)	
		\$	Index	\$	Index	% of Hunter Fee	\$	% of Hunter Fee
<u>MNR Owned Goose Camps</u>								
Anderson's	1981	650	100	315	100	48	297	40
	1982	740	114	325	103	44		
	1983 (1)	780	120	340	108	44		
Kapiskau	1981	725	100	315	100	43	135	16
	1982	825	114	325	103	39		
	1983 (1)	840	116	340	108	40		
Kashechewan (Hughes)								
	1981	695	100	300	100	43		
	1982	745	107	325	108	44		
	1983 (1)	785	113	340	113	43		
Winisk	1981	900	100	365	100	41		
	1982	950	106	380	104	40		
	1983 (1)	Turned over to Private Indian Ownership in late 1982						
<u>Private Goose Camps</u>								
Hannah Bay	1981	725	100				213	29
	1982	850	117					
	1983							
Tidewater	1981						85	15
	1982	550						
	1983							

Source: Discussions with marketing agents and Ministry of Natural Resources

(1) Hunter fees for 1983 are estimates only.

(2) Transport costs include air charter fees and truck costs to transfer hunters and gear from the local airport to riverside float planes or boat bases. The former represent 95 to 100 per cent of the transport costs. The latter are estimated.

to make the proposition attractive. There would have to be a sufficient volume of non-tourist related charter business in the nearby settlement area. Perhaps of greater importance, the volume of investment and level of operating and management skills required are usually not present. It is noted, however, that Mr. Lindbergh, a Cree Indian operating out of Lillabelle Lake in the Cochrane area, successfully conducted a charter air business with an extensive group of associated fishing and hunting camps in the Boreal Forest area just to the south of Ontario North of 50°. He sold the business in 1980.

Air transportation costs are the most critical expenditure items in the profitability and long-term outlook for the goose hunting camps operating in the Tidewater region, and indeed for sport camp facilities across all of Ontario North of 50°. Where the camp operator merchandises his own facilities, he must confront directly, and sometimes painfully, the problem of constantly rising costs. Where an agent markets the camp, the problems must be handled at that level. Even in this second situation, the camp owner/operator is indirectly affected, sometimes in a crucial manner, by the volume of business received.

In Table 58, the air transport logistics for goose hunters and their gear are summarized and some cost information is presented for the camps owned and supervised by MNR and for two private facilities, Hannah Bay and Tidewater. In all cases, with the exception of Tidewater, the hunter must make his own arrangements for travel to reach Timmins by air or automobile. The cost of the hunt package purchased includes air transport by charter from that point. In the case of Tidewater Camp, the assembly point is Moosonee.

At Anderson's, Kashechewan (Hughes) and Winisk Camps, only one charter flight from Timmins to the nearby community airport is required. The favoured plane is the DC3 chartered from Austin Airways Ltd which carries 20 passengers with gear. The HS748, carrying 40 passengers with gear and having no weight restrictions, is attractive if charters can be shared between operators. Only a small additional cost is required to transport the hunters and their equipment by truck from the airport to boats that take them directly to the hunting camps a short distance away.

Camps that can be serviced solely by a charter flight from Timmins to a landing strip close to the camp have a logistical advantage. This could be substantial should a price competition emerge between the camps in the Tidewater region. Without this advantage, it is doubtful if the Winisk Goose Camp would be priced competitively for a large segment of its present market.

Camps requiring the chartering of an additional small float aircraft for travel from the airports at Moosonee or Fort Albany are confronted with substantial additional transportation costs. A single-engined Otter, the plane rented often from Rogerson Enterprises of Cochrane, can carry only six hunters with gear, so that three trips are required to service a 20-man hunt at the camp. Even in the best of circumstances, these costs are substantial both in an absolute sense



TABLE 58

AIR TRANSPORT LOGISTICS AND COSTS ASSOCIATED WITH GOOSE CAMP OPERATIONS  
IN THE TIDEWATER REGION, 1982

Logistics			Costs		
			Total \$(000)	Per Hunt \$(000)	Per Hunter \$
MNR OWNED GOOSE CAMPS					
Anderson's	<u>Starting Point-Timmins</u> <u>Fly Timmins to Fort Albany (440 km) via charter DC3 from Austin Airways Ltd (20 hunters &amp; gear).</u> <u>Truck Fort Albany airport to boats at river.</u> <u>Boat Fort Albany to camp.</u>	Cost to agent (1982) 7 charters for 6 hunts of 24 each	No Data Obtained		
Kapiskau	<u>Starting Point-Timmins</u> <u>Fly Timmins to Fort Albany (440 km) via charter DC3 from Austin Airways Ltd (20 hunters &amp; gear).</u> <u>Fort Albany to Kapiskau (40 km) via single engine Otter chartered from Rogerson Enterprises with capacity of 6 hunters with gear, 3 trips required per hunt.</u> <u>Truck hunters and gear from Moosonee airport to float plane dock in Moose River.</u>	Season contract estimate	1.4	2.5  .2	10
Kashechewan (Hughes)	<u>Starting Point-Timmins</u> <u>Fly Timmins to Fort Albany via HS748 chartered from Austin Airways Ltd.</u> <u>Truck hunters and gear from airport to boats in river for trip to camp.</u>		No Data Obtained		



TABLE 58 Continued

Logistics			Costs		
			Total \$(000)	Per Hunt \$(000)	Per Hunter \$
Winisk (transferred to private Indian ownership in late 1982)	<u>Starting Point-Timmins</u> <u>Fly Timmins to Winisk</u> via DC3 chartered from Austin Airways (20 hunters & gear).	Cost to agent (1982) 8 charters for 7 hunts of 20 each @ \$5200/charter	41.6	5.9	297
<u>PRIVATELY OWNED CAMPS</u>					
Hannah Bay	<u>Starting Point-Timmins</u> <u>Fly Timmins to Moosonee</u> (307km) via DC3 chartered from Austin Airways Ltd (20 hunters and gear).	Cost to agent (1982) 7 charters for 6 hunts of 24 each @ \$1900/charter.	13.3	2.2	93
	<u>Moosonee to camp</u> (72km) via single engine Otter chartered from Rogerson Enterprises with capacity of 6 hunters and gear, 4 trips required per hunt.	3 round trip /hunt plus dead head runs includes mileage, buoying and layover charges. Estimate.	16.3	2.7	113
			29.6	4.9	206
	<u>Truck hunters &amp; gear</u> <u>from airport to float plane base</u> in Moose R.		1.4	.2	10
			31.0	5.1	216

TABLE 58 Continued

Logistics			Costs		
			Total \$(000)	Per Hunt \$(000)	Per Hunter \$
Tidewater	Starting Point-Moosonee				
	Fly Moosonee to camp (43km) via single engine Otter chartered from Rogerson Enterp' with capacity of 6 hunters & gear, 4 trips required per hunt.	Cost to camp (1981) 3 round trips/hunt, 2 dead head runs at start and end of season for 6 hunts of 24 hunters each incl. mileage charges, buoying costs and lay-over charges.	10.6	1.8	75
	Truck airport to float plane base in Moose R.	Season Contract	1.4	.2	10
			12.0	2.0	85

Source: Discussions with agents and operators

and in comparison with the overall scale of camp marketing and operation costs. If heavy positioning charges or layover costs due to bad weather conditions are involved, profit margins can be severely eroded. If there were landing strips at the camps capable of handling a DC3, the cost structure of the operation would be substantially improved. Without ground strips, these camps could become only marginally profitable and in some cases non-viable over the long run.

Table 59 provides a clear illustration of the rising cost of air transport from collection points to goose hunting camps. In this example, costs reflect air transport from Timmins to Moosonee (307 kilometers) using a DC3 or an HS748 and from Moosonee to the Hannah Bay Camp on the Harricanaw River (72 kilometers) using float planes.

TABLE 59

TREND OF AIRCRAFT COSTS FOR HANNAH BAY GOOSE CAMP,  
1977 to 1982 (1)

Year	Hunters		Package Cost		Aircraft Costs					
	No.	Index	\$	Index	Total		Per Hunter		% Gross Revenue	% Package Cost
					\$(000)	Index	\$	Index		
1977	126	100	530	100	16.3	100	129	100	23	24
1978	128	102	560	106	17.4	107	136	105	23	24
1979	134	106	600	113	17.7	109	132	102	20	22
1980	145	115	660	125	22.0	135	117	91	20	18
1981	146	116	725	137	29.6	182	157	122	25	22
1982(1)	140	111	850	160	31.9	196	177	137	24	20

Source: Ontario Northland Transportation Commission

(1) Estimated values for 1982.

With a capacity of 24 guests, the camp can accommodate 148 sportsmen in seven hunts between mid-September and mid-October. Over the six seasons from 1977 to 1982, aircraft transport costs for camp operations have risen by 96 per cent from \$16,300 to \$31,900. Relative to total package cost, however, they have remained reasonably constant, fluctuating between 18 and 24 per cent. Moreover, they have varied little (23 to 25 per cent) relative to gross revenue, indicating that profit margins have not been seriously affected.

Rising transport costs have been met in two ways. First, package costs per hunter have been increased by 60 per cent over the six seasons without creating any reduction in demand. Second, the volume of hunters has been increased by about 11 per cent to nearly total camp capacity, so that the increase in the cost of transport per hunter has been kept to about 37 per cent. It is clear, however, that further escalation of air transport costs caused by increased fuel and general operating expenditures of charter companies could substantially reduce profit margins if the difference could not be made up by increased tariffs for the hunter package. Beyond a point, increased tariffs could reduce demand and gross revenues, and increase operating costs per hunter.

# **BUSINESS PERFORMANCE EVALUATION FOR THE BUG RIVER FISHING CAMP: BIG TROUT LAKE BAND**

A number of noteworthy problems have emerged at this camp. The situation is reminiscent of that previously described for the Ogoki Lodge but has some special twists and local variations.

Natural weather limitations associated with the site appeared early in the operations of the camp. Because Big Trout Lake, about 20 kilometers wide, can be very rough at times, it was necessary to build a special six-meter boat powered by twin 20 hp motors to transport the guests from the settlement. When strong northeast winds are blowing, it is not possible to land a plane in the river. While prevailing winds are from the northwest, they blow out of the northeast quadrant for a fair percentage of the season. When strong winds blow from any part of the northern quadrant, the lake waters soon become too rough for comfortable fishing, and conditions can actually become so dangerous at times that guests must fish on the river.

Management has been a persistent problem at the Bug River Camp; no local resident bears final responsibility. Equipment that disappears over the winter season, including safety jackets, gas tanks, paddles and oars, must be repeatedly replaced.

For the initial operating years of 1977 to 1980, the Department of Indian Affairs and Northern Development hired and paid the salary of a camp manager from Gypsumville, Manitoba with previous experience in the famous God's Lake area of that province. While management over this period was reasonable, officials from the Sioux Lookout District of DIAND had to spend a large part of each operating season in the camp or dealing with problems from their office. A new manager, who is a resident of Big Trout Lake (Mr. Thaddeus Cutfoot), was appointed in 1981. He can communicate well, has had experience at sport shows, and ran a camp that was virtually free of client complaints in 1981. Problems of staff and financial management remained, however, as did dissension. In the winter and spring of 1982, factional differences within the community with respect to camp management threatened the continuance of Mr. Cutfoot in his position, even though no suitable alternative was available locally.

The guides have been a problem almost from the outset of operations. Only two of those trained in 1971 remained. Since many do not speak English, or find it difficult to do so, communication has been a constant constraint on effective operation. Alcohol, sometimes made available to guides by guests, has created difficulties. There is continuous pressure on the manager to allow the guides to return home in the evenings and come back the following morning. This is costly. If the guides had to use their own boats and pay the cost of a return trip possibly costing \$30 for gas and oil, they would probably remain at the Bug River Camp. Equally important, guides sometimes fail to return, appear the next day in less than satisfactory condition, or



TABLE 60

BIG TROUT LAKE (BUG RIVER) TOURIST CAMP PROFIT AND LOSS STATEMENT  
FOR THE TEN-MONTH PERIOD ENDING JANUARY 1981,  
THE 1980 OPERATING SEASON

Item	\$	%
<u>REVENUE</u>		
\$85 per guest-day for 364 guest-days	30,940	
<u>EXPENDITURES</u>		
Manager's Salary	5,700	12
Assistant Manager's Salary	2,175	5
Guiding	14,725	32
UIC	124	-
Vacation Pay	228	-
Subtotal Wages & Salaries	22,952	49
Ice Harvest	1,200	3
Gas and Oil	7,055	15
Propane	1,230	3
Rentals (Boats and Motors)	3,945	8
Maintenance	3,143	7
Travel	463	1
Freight	109	-
Insurance	397	1
Bank Charges	1,479	3
Miscellaneous (No receipts)	2,364	5
Equipment Purchase	2,240	5
TOTAL EXPENDITURES	46,577	100
OPERATING DEFICIT	15,637	

Source: Department of Indian Affairs and Northern Development,  
Sioux Lookout District

send a marginally qualified replacement. To improve the situation, eight guides were sent for a four-week training course at a commercial camp operation on Lac Seul. Two were sent back early for drinking problems; the six who completed the course returned to perform well at the Bug River Camp.

Financial management and accountability have been major difficulties, culminating in the disastrous situation at the end of the 1980 operating season displayed in the profit and loss statement (Table 60).

Before discussing this statement, it is noted that capital development costs associated with this camp have been met entirely by DIAND through its Sioux Lookout District office. Nothing has been provided from operating profits or the personal cash of local residents. In effect, these capital costs represented an outright grant or non-repayable contribution by DIAND. Building costs were in the order of \$85,000 and equipment costs about \$50,000, for a total of \$135,000.

DIAND has also made non-repayable contributions of \$25,000 to \$30,000 towards operating costs. In some years, about \$6,000 was paid for the services of a camp manager. Travel to sport shows, printing of brochures, repairs and maintenance accounted for the remainder.

In the 1980 operating season, gross revenues reached \$30,940. This was 98 per cent of those estimated in the forecast for that year. The deficit cannot therefore be attributed to a collapse in expected revenues.

The 364 guest-days required to generate the actual revenues represented only a 22 per cent occupancy rate for the 18-man camp over a 92-day operating season. Although more effective marketing could probably have improved the financial position of the camp, problems of another type are clearly evident.

Roughly 49 per cent of the expenditures or 74 per cent of the revenues were associated with salaries, wages and benefits. Of the \$22,952 expended for these purposes, \$14,725 or 64 per cent was for guiding. This variable cost represented 32 per cent of all operating expenses and consumed 48 per cent of revenues. At \$40 per guide per day, this cost presumably represented 368 guiding-days for the operating season. There were an estimated 364 guest-days at the camp. With one guide for every two guests, approximately 182 guiding-days were required. Possibly the guides were handled on a salary basis, kept on when there were no guests. Perhaps the head guide was kept on all season, or one guide per guest was used. While the generation of employment and income is a goal of the camp operation, it should not be allowed to result in a deficit position to be covered by a contribution from DIAND. Using an estimated guide requirement of 182 days at \$40 per day, the guide payments over needs amounted to \$7,280 or 47 per cent of the operating deficit.

Gas and oil expenditures of \$7,055, or 15 per cent of operating costs, appear to be excessive considering that there were only 182 boat-use days allowing for two anglers per boat. Gasoline supply management at the camp may have been lax. Perhaps there was steady travel back to the community by the guides each evening using camp gasoline.

Bank charges of \$1,479 were high, amounting to three per cent of all operating expenditures. Perhaps late billings or delays in payment caused by a mail strike or the remoteness of the settlement from banks was the major contributing factor.

Boat rental costs totalling \$3,945, or eight per cent of operating expenditures, are difficult to understand. The Bug River Camp has nine boats and nine motors so that there should not have been a need to rent from the guides at \$25 per day. It appears that management permitted the guides to use their own boats when this was not necessary.

TABLE 61

## BUG RIVER CAMP:

## FUNDS REQUESTED FOR EQUIPMENT PURCHASE AND REPAIR, FEBRUARY 1982

Item	\$	%
<u>Equipment Repair</u>		
Replacement and Repair, 10 aluminum boats with 20-hp outboard motors (\$700 each with motor)	7,000	51
Ice House Repair (labour and material)	1,200	8
	<hr/> 8,200	<hr/> 59
<u>Equipment Purchase</u>		
2 16' aluminum boats	3,200	23
6 gasoline hoses	296	2
6 gasoline tanks	291	2
6 propellers	369	3
	<hr/> 4,156	<hr/> 30
<u>Ice Harvest, Winter 1982</u>	1,500	11
TOTAL	<hr/> 13,856	<hr/> 100

Source: Department of Indian Affairs and Northern Development,  
Sioux Lookout District

Maintenance costs of \$3,143 were high due to the shipment of an air compressor and rivet gun to the camp. This was an abnormal situation.

In addition to a request to DIAND to cover the operating deficit of \$15,637, the band made a submission in February 1982 for additional financial aid for equipment purchase and repair.

There is no depreciation fund to handle equipment replacement. As it wears out or disappears, a request simply is made to DIAND for replacement funds.

It is clear that the camp must be placed on a sound business foundation with proper management and fiscal accountability. Band interference with management, the draining of profits to non-camp related Band uses, and the hiring of excessive labour should not be tolerated. The camp cannot be regarded as a bottomless well of disbursements to the Band from DIAND.

Given this situation, the following requirements seem obvious. The introduction of strong management with no Band interference cannot be delayed. To this end the camp might be transferred to a competent, responsible local Indian assuming that a consensus can be reached locally as to a suitable candidate. This was the course of action followed in the case of goose camps in the Tidewater region. Alternatively, the camp might be placed under non-Indian management for an intensive training period of two or three years. Adequate accountability for equipment must be introduced immediately. Stringent financial controls and a bookkeeping system that provides for depreciation and permits a ready calculation of operating costs to detect overruns are crucial needs.



## ECONOMIC IMPACT

The economic impact of tourism can be expressed by several measures, applicable at varying geographic scales. Included are the sector's contributions to the gross national product, to national income, to foreign exchange earnings and to government tax revenues. Also included are the direct, indirect and induced employment and income generated by the sector. In this report, attention is primarily centred on local direct, indirect and total income and employment impacts in the remote Indian communities.

Brief mention is made of tourist expenditures injected into the region and its local economies. Some measures of property values associated with tourism developments and cottage sites are discussed.

### AN ALL NORTHERN ONTARIO PERSPECTIVE: 1977

Expenditures by factor costs of production are shown on Table 34 for the sport hunting and angling industries throughout northern Ontario. About 20 per cent of the total of \$80.0 million spent in 1977, or \$15.6 million, was for wage and salary payments to non-family members. About 82 per cent of this amount went to local residents. Of the remaining \$64.4 million in operating expenditures, a substantial proportion would be spent in northern Ontario, perhaps 80 per cent. A limited amount of this total was related to facilities in Ontario North of 50°, perhaps 15 per cent in Red Lake and Sioux Lookout regions combined. Moreover, a very high percentage of the purchases, possibly 90 per cent, involved manufactured items or services supplied from outside the area, leaving a modest local multiplier effect.

In Table 62, based on data contained in the study cited on Table 34, employment/income and capital expenditures are shown in greater detail. Information is also presented on the market value of properties.

In 1977, a total of 7,941 persons, excluding owner/operators and their families, received 121,300 weeks of work on a seasonal, part-time, or full-time basis. With a payroll of \$15,655, the average wage per person per week was a modest \$129.08. About 82 per cent of the employees were local residents, indicating a very moderate summer labour import content and hence reduced leakage.

Considering owners and their families in addition to the paid labour, the fishing and hunting lodge industry employed about 14,729 persons, about 5.7 per cent of a total labour force in northern Ontario of 257,000 persons. It may employ 13 per cent of the labour force of the north outside the four major urban areas of Thunder Bay, Sudbury, Timmins and Sault Ste. Marie. A very limited proportion of the employment and income noted relates to Ontario North of 50°.

Unfortunately, it is not possible to determine the total wage and salary payments and profits to workers and owner/operators on the basis of the data presented in the report under review. As noted in Table 34, operator and family wages, profits and debt charges totalled \$29.4 million, representing 37 per cent of the costs of production. If it is assumed that 65 per cent of that amount constituted wages, salaries and profits to the owner/operator and his immediate family, then income was in the order of \$25 million. Using a multiplier ratio of 1.2, which seems reasonable for the region, then the direct and induced economic impact of wages, salaries and profits in 1977 was about \$30 million.

Total expenditure for capital plant over the five-year period 1973-1977 was estimated at \$65 million, only a small proportion of which was made in Ontario North of 50°. The average capital investment over the period was \$40,000, or \$8,000 per year. Upgrading and expansion of facilities were the major purposes for capital investment, accounting for 55 per cent of the total, or \$36 million. In effect, new plant construction was moderate in extent. The leakage factor was probably substantial.

The average market value of establishments in the districts of major relevance for Ontario North of 50° ranged from lows of \$149,000 in Cochrane/Timiskaming and \$153,000 in Thunder Bay to a high of \$163,000 in Kenora. Market values for many of the operations in Ontario North of 50°, including their base camps to the south of 50°, would be in the \$160,000 to \$175,000 range.

In the approach to leasing of Crown Lands recently adopted by the Ministry of Natural Resources, annual rates are established on the basis of ten per cent of the market value as appraised by the Realty Services Branch of the Ministry of Government Services. On occasion this Branch also determines the market value of cottage properties or sport camps acquired by the Government for one purpose or another. These evaluations are of interest in the general consideration of economic impacts associated with tourism and outdoor recreation.

From discussions with officials in Toronto, a general overview of market values for cottage land and sites for private commercial hunting and fishing camps was obtained. Discussions with the area officers of this government agency in Kenora, Thunder Bay, and Cochrane would provide additional insight.

Cottage site market values are established on the basis of three factors: highway/road accessibility, distance from market or cost of travel; and landscape characteristics related to both amenity attributes and construction suitability. Taken in combination, these result in a considerable range in estimated market values across the southern part of Ontario North of 50° and the general area adjacent to its southern boundary.

TABLE 62

SELECTED MEASURES OF ECONOMIC IMPACT FOR THE FISHING AND HUNTING LODGE  
INDUSTRY IN NORTHERN ONTARIO, 1977

Item	Administrative Districts of Ministry of Industry & Trade									
	Cochrane/ Timiskaming		Estimated Cochrane		Thunder Bay		Kenora		All Northern Ontario	
	No.	%	No.	%	No.	%	No.	%	No.	%
<u>Paid Employment/Income</u>										
Lodges with Paid Non-Family Employees		30				49		58		54
No. Full-Time Employees (Seasonal)	77		28		237		1,905		4,016	
No. Part-Time Employees (Seasonal)	75		27		362		1,674		3,925	
Payroll \$(000)	282		106		1,010		7,040		15,655	
Person-Weeks Employment										
Full-Time Average	1.5				2.2		6.0		4.2	
Full-Time Total (000)	1.5				4.7		35.1		74.3	
Part-Time Average	1.4				3.2		5.1		4.3	
Part-Time Total (000)	0.5				4.3		17.9		47.0	
Full & Part Time Total (000)	2.0				9.0		53.0		121.3	
<u>Market Value of Enterprises</u>										
Average Value \$(000)	94				153		163		147	
% Reporting Value \$(000)										
< 50		25.0						5.4		
50-100		30.0						19.2		
100-150		20.0						24.6		
150-200		12.5						32.3		
>250		0						15.4		
No Reply		12.5						3.1		
Value By Type/Location \$(000)										
Outpost									147	
American Plan									177	
Housekeeping									139	
Trailer/Tent									155	
Road-Accessible									151	
No Road Access									136	
<u>Capital Investment</u>										
<u>1973-1977 Inclusive</u>										
Total \$10 <sup>6</sup>									65	
Per Estab. \$(000)									40	
Purpose \$10 <sup>6</sup>										
Expand Capacity									21	32
Upgrade									15	23
Install & Expand Campsites									5	8
Dockside Water and Sewage Facilities									8	12
Other									16	25



TABLE 63

ESTIMATED MARKET VALUES FOR COTTAGE LOTS IN ROAD ACCESSIBLE LOCATIONS  
USED FOR SETTING ANNUAL LEASE PAYMENTS

MNR Districts & Subdivisions	\$ Market Value
<u>Cochrane District</u> Cottage Lots	3,500-3,600
<u>Dryden District</u> Wabaskang Lake Subdivision	5,000
West Cedar Lake Subdivision	6,000-7,000
Avery Lake Subdivision	5,700
Ghost Lake Subdivision	6,000
Canyon Lake Subdivision	10,000
<u>Geraldton District</u> Wildgoon Lake Subdivision	4,500
<u>Hearst District</u> Shannon Lake	3,000
Banks Lake	2,700-3,100
Wickstead Lake	3,000
Pivabiska Lake 3 Subdivisions	3,000-3,100
	2,850
	3,000
<u>Ignace District</u> Similar to Dryden District	
<u>Kapuskasing District</u> Cottage Lots	2,800-3,200
<u>Red Lake District</u> St. Paul Bay Subdivision	4,500
<u>Sioux Lookout District</u> Stranger Lake Subdivision	4,500-4,700
Vermilion Lake Subdivision	8,000

Source: Ministry of Government Services, Realty Services Branch

Interestingly, estimated average market values for cottage lots in the Red Lake District in Ontario North of 50° (\$4,500) are substantially above those for lots to the southeast in the Ministry of Natural Resources Districts of Cochrane, Hearst and Kapuskasing (\$2,700 to \$3,600). Values in the Sioux Lookout District are among the highest shown in the table, \$4,500 to \$5,000, although Dryden District displays the strongest market situation (\$5,000 to \$10,000) overall.



The average current sale price of a cottage and lot in the Lake of the Woods area is about \$30,000. In contrast, the price at Lake Nipigon is in the order of \$14,000 to \$15,000.

TABLE 64

## ESTIMATED MARKET VALUES FOR REMOTE UNDEVELOPED FLY-IN CAMP SITES

Location by MNR District	Area	Intended Use	Estimated \$ Value
<u>Dryden</u>			
Canishinah Lake	4.5 acres	Tourist Camp	15,000
Lac Seul, Route Bay	4 acres		15,000
<u>Hearst</u>			
Kabinakagami Lake	8 acres	Tourist Camp	7,600
	7.5 acres		7,200
Nagagami Lake	7.3 acres		8,000
<u>Red Lake</u>			
Swain Lake (1)		Fly-In Cottages or Camps	4,500
Sydney Lake	4 acres		7,000
Trout Lake	Island		4,100
Upper Goose Lake(1)	3.1 acres		7,200
Goose Lake	4.0 acres		9,000
Lingman Lake	2 acres		3,300
<u>Sioux Lookout</u>			
Bush Lake	1.5 acres	Camp	3,000
Big Trout Lake	Post Island	Seaplane Base	3,500

Source: Ministry of Government Services, Realty Services Branch

(1) Swain Lake is 30 flight kilometers from Red Lake and Upper Goose Lake is 80 kilometers.

Values for the Red Lake District, including sites in Ontario North of 50°, range from \$3,300 to \$9,000. The value established for a seaplane base on Post Island in Big Trout Lake was considerably less than that associated with tourist camp developments.

## THE IMPACT OF CREE INDIAN GOOSE CAMPS

The scale of wage payments by specific job category and equipment rental at camps owned and supervised by the Ministry of Natural Resources is indicated in Table 65.

TABLE 65

## CREE INDIAN GOOSE CAMP WAGES AND RENTALS, 1980 AND 1981

Item	1980	1981
Manager-in-Training	\$40.00/day	\$43.00/day
Clerk-in-Training	\$35.00/day	\$37.00/day
Head Guide (\$5.00/day extra when guiding)	\$32.00/day	\$35.00/day
Guides	\$31.00/day	\$33.00/day
Cook	\$37.00/day	\$39.00/day
Cooke	\$29.00/day	\$31.00/day
Chore Boy	\$29.00/day	\$31.00/day
Cleaning Women (Winisk)	\$29.00/day	\$31.00/day
Manual Workers (Labourers)	\$29.00/day	\$31.00/day
Truck Driver-Mechanic (Winisk)	\$33.00/day	\$35.00/day
Boat Rental	\$ 5.50/day	\$ 6.00/day
Motor Rental (Camp Supplies, Gas and Oil)	\$ 5.50/day	\$ 6.00/day
Pluckers		
Canada Geese	\$ 1.80/goose	\$ 1.80/goose
Snow Geese	\$ 1.50/goose	\$ 1.50/goose
Ducks	\$ 1.00/duck	\$ 1.00/duck

Source: Ministry of Natural Resources, Moosonee District

Notes:

Guides wages only: the Ministry of Labour has established the above rates for guides to be applied as follows:

	<u>1980</u>	<u>1981</u>
4 hours or less/day worked	\$15.50	\$16.50
Over 4 hours/day worked	\$31.00	\$33.00
Plus full day's rental for boat and motor.		

This is the only acceptable variation from a full day's wages and applies only to guides.

Vacation and Statutory Holiday Pay at 8.16 per cent is added to the above wages.

The direct, indirect and total local economic impact of the four goose camps operated by MNR in the Tidewater region (Kashechewan, Anderson's, Kapiskau and Winisk) in the 1980 operating season was considerable. Personal income measures are summarized in Table 66. Due to limitations in the breakdown of items listed in the profit and loss statement (Table 53), it has been necessary to introduce a considerable element of subjectivity into the preparation of the table. While the interpretation of the results must be tempered accordingly, the pattern revealed is considered to be reasonably accurate.

TABLE 66

ESTIMATED DIRECT, INDIRECT AND TOTAL ECONOMIC IMPACT OF THE OPERATION  
OF FOUR CREE GOOSE HUNTING CAMPS ON LOCAL SETTLEMENTS IN THE 1980  
OPERATING SEASON (1)

Impact	\$	%	%
<u>Direct Impact</u>			
Wages and Salaries	38,916		
Boat and Motor Rentals (2)	8,124		
	<u>47,040</u>	60	
Cooking (cook & assistant) (3)	7,900	10	
Camp Management (4)	3,539	5	
Camp Maintenance (5)	20,000	25	
	<u>78,479</u>	100	83
Average per camp	19,620		
<u>Indirect Impact</u>			
Multiplier 1.2 yields \$94,175 - \$78,479 =	15,696		17
TOTAL Direct and Indirect Impact	94,175		100
Average Per Camp	23,544		

- (1) Based on manipulation of data in Table 53.
- (2) Assumes payments to guides for boat and motor rental will be treated as income.
- (3) Estimated at \$1,975 per camp for cook and assistant cook.
- (4) Assumes 100 per cent of camp management involved wage payments.
- (5) Assumes \$20,000 of camp maintenance costs represented salaries for winter caretakers.

In 1980, direct income impact in the form of wage payments at four camps totalled \$78,479 and the indirect impact was \$15,696. The former represented 83 per cent of the combined direct and indirect income impact totalling \$94,175 and the latter 17 per cent. The average direct impact per camp was \$19,620, the indirect impact \$3,924 and the total impact \$23,544. The modest multiplier or recycling effects are a clear reflection of the open nature of the local economy and hence its high leakage characteristics.

Wages and salaries accounted for 60 per cent of the direct income impact. Camp maintenance was a substantial item, generating 25 per cent. This labour cost probably would not be incurred if the camp were privately owned and operated by a local resident Indian who would do the work himself, possibly with the help of his immediate family members.

If it is assumed that each guest left \$25 in tips, income (wages and salaries) would be increased by  $\$25 \times 377 \text{ guests} = \$9,425$ . Direct impact could then be increased by 12 per cent to \$87,896, the indirect impact by \$1,884 or 12 per cent to \$17,580, and the combined direct and indirect impact by \$11,301 or 12 per cent to \$105,476.

The direct, indirect and total economic impact of the hypothetical goose camp on a local settlement can be fairly readily estimated with a reasonable degree of accuracy. The situation is summarized in Table 67.

The analysis includes only direct, indirect and total impacts for a 20-man camp having 140 guests over a season. Local and regional impacts related to the production of finished goods required for the provision of services are limited because most are imported. They have, therefore, not been considered.

Direct impacts are defined by four items: wage and salary payments, tips, profit and handicraft sales. All involve cash flow in the form of personal income into the settlement. In the calculation of the indirect impact, it was assumed that the income multiplier effect could be 1.2. Considering that most of the income will probably be spent for the purchase of food and clothing, for which there is a high import or leakage factor, the multiplier seems reasonable. Given the modest scale of the direct dollar impact, any error in this respect would not be particularly significant.

Total impacts are listed as \$43,752. The direct items total \$36,460 or 83 per cent and the indirect \$7,292 or 17 per cent. If handicraft sales were excluded, the total direct impact would be \$33,835, the indirect impact \$6,767, and the combined direct and indirect impact \$40,602.



TABLE 67

INCOME IMPACT OF A HYPOTHETICAL INDIAN GOOSE CAMP WITH  
100 PER CENT OCCUPANCY ON A LOCAL SETTLEMENT

Impact	\$	%
<u>Direct Impact</u>		
Wage and Salary Payments (Excludes Benefit Payments)	20,690	47
Tips to Staff and Guides (Estimate \$25 per hunter)	3,500	8
Subtotal Wages, Salaries and Tips	24,190	55
Owner/Operator Profit	9,645	22
Subtotal Wages, Salaries, Tips and Profits	33,835	77
Handicraft Sale Income Estimate (\$25 per hunter less 25% for materials purchased)	2,625	6
Subtotal Direct Impact	36,460	83
<u>Indirect Impact</u>		
Assume Multiplier of 1.2 on the Direct Impact $1.2 \times \$36,460 = \$43,752 - \$36,460$	7,292	17
TOTAL Impact	43,752	100

The wage and salary payments of \$20,690 represent 57 per cent of the total for the four direct impacts in the table and 47 per cent of the total of all impacts. If it is assumed that labourers and guides each worked a full camp operating season and that the owner/operator hired all labour required, then the total number of jobs generated would be 22 (cooking, two; housekeeping, two; camp handyman, one; camp maintenance, two; guides, ten; pluckers, four; owner/operator, one). Total man-days would be just under 400.

Tips to the staff, including guides, housekeepers and the kitchen staff, are estimated at an average of \$25 per hunter. Some guests will leave nothing in tips while others will give two or three times this amount.

It is considered that all operating profits will be spent locally for consumer goods. Actually, some may be invested in new business ventures in the community or spent on holiday travel outside the area by the owner/operator. The disposition of the profits can therefore become a matter of importance in the calculation of indirect impacts. Any errors in calculation in this instance, however, are not considered to be of major consequence in the estimation of total direct and indirect impacts because of the scale of the dollar values involved.

There is a ready-made market here for sales of handicrafts, including hunter accessories such as gun cases, gauntlets, and jackets together with souvenir gifts to take home. It is considered that sales could average \$25 per hunter in a well-developed production program. Allowing for 25 per cent production costs for imported materials (beads, threads, clasps, etc.), 75 per cent of sales would represent a type of local wage payment. This entry of \$2,625 in the table represents six per cent of direct income impact.

By considering wage and salary payments in combination with capital construction costs and accommodation sales for the hypothetical camp, some interesting ratios can be developed as shown in Table 68.

The labour intensive nature of the enterprise is clear. When the camp operates at 100 per cent occupancy, one dollar invested in capital plant development, estimated at \$45,000, should yield annually direct income as follows: wages, 46 cents; profit, 21 cents; tips, 8 cents; handicraft income, 6 cents; total, 81 cents. Excluding handicrafts, the total is 75 cents.

In terms of accommodation sales totalling \$45,500, that is fees paid for the use and services of the camps alone, the employment income impact is equally attractive. One dollar in hunter fees for camp use yields 80 cents in direct income and 96 cents in direct and indirect income combined. In effect, dollars invested in the advertising and promotion of the camps yield substantial wage and employment benefits. The values are substantially less, however, when these measures are developed in relation to total package fees paid by the hunter, including transportation costs and agent commissions in addition to the fee for the purchase of camp facilities and services.

TABLE 68

DIRECT, INDIRECT AND TOTAL LOCAL INCOME GENERATED BY \$1 IN  
ACCOMMODATION SALES AND CAPITAL CONSTRUCTION IN A HYPOTHETICAL  
GOOSE CAMP WITH 100 PER CENT OCCUPANCY

Direct and Indirect Income Items	Income Generated by \$1 in	
	Accommodation Sales (\$45,500)	Capital Construction (\$45,000)
<u>Direct Income</u>		
Wages	0.45	0.46
Profit	0.21	0.21
Subtotal Wages and Profit	0.66	0.67
Tips	0.08	0.08
Subtotal Wages, Profit and Tips	0.74	0.75
Handicraft Income	0.06	0.06
TOTAL Direct Income	0.80	0.81
<u>Direct and Indirect Income</u>		
Wages	0.54	0.55
Profit	0.25	0.25
Subtotal Wages and Profits	0.79	0.80
Tips	0.10	0.10
Subtotal Wages, Profits and Tips	0.89	0.90
Handicraft Income	0.07	0.07
TOTAL Direct and Indirect Income	0.96	0.97

It would be impossible to determine the significance of the income impact of the four operating goose camps or the hypothetical facility in relation to total community income flow without extensive investigations beyond the cost and time constraints imposed on this study. Income from the goose camps is certain to be much less than the income flow from trapping, and possibly well below that from transfer payments. Nevertheless, the total impact is substantial and meaningful in a community economic setting having limited investment income and employment opportunities.

#### THE IMPACT OF INDIAN FISHING CAMPS

From the business performance evaluation of the Bug River Fishing Camp, some impression may be gained of the economic impact of facilities of this type on local Indian settlements. Additional studies are required to obtain a more comprehensive grasp of the situation.

Reference to Table 60 will indicate that the operations of the Bug River Fishing Camp in 1981 resulted in wage payments totalling \$22,952, including \$352 in UIC benefits and vacation pay, to Indian residents of Big Trout Lake. Salary payments for management by local Indians totalled \$7,875. Guides were paid \$40 per day with their total wage bill being \$14,725.

Tips to guides and other staff may have averaged \$25 per guest for a total of about \$2,500. The \$3,945 paid to guides for the rental of their boats and motors might also be considered income since this equipment was probably purchased for purposes other than guiding at camps in most if not all cases. If wage payments, tips and boat rental payments are combined, the direct income impact of the camp was about \$29,400.

In addition to the foregoing, an undetermined amount was spent in Big Trout Lake for food purchases by guests. It cost the Great Plains Bag Company about \$50 per person for food and incidentals for a three-day stay at the camp, or \$300 to \$400 per party of six or eight. Much of this purchasing was done locally.



## SOCIAL IMPACT

A comprehensive assessment of the nature, implications and issues of the social impact of tourism in Ontario North of 50°, particularly in the Indian settlements in remote locations, would undoubtedly provide valuable inputs into the definition of viable development strategy alternatives. Many of the basic problems associated with the acceptance and implementation of program and project planning at the local level stem, in large part, from an inadequate appreciation and accommodation of disturbing and disrupting social impacts, real or imagined.

Social impact assessment is concerned with the manner in which individuals and groups respond to existing or pending tourism strategy, program and facility planning, development and operation together with the manner in which the formal and informal institutions and power structures are affected. While they are often difficult to identify and evaluate in an objective, scientific manner, the social impact phenomena are real and significant.

The question of the desirability and suitability of the sophisticated, large-scale, industrial type of tourism model as opposed to the simpler, small-scale, craft type of model in development, strategy, program and facility planning in Ontario North of 50° must be resolved, in large part, on the basis of social impact considerations. Market, financial and economic impact factors, although of major consequence, do not reveal the complete range of crucial parameters to be taken into account in the final selection process. Social aspects, including the degree of local control over the course of events, the ease of entrance into the decision-making processes and investment procedures, shifts in the local power structure due to the emergence of a new economic elite, and widespread friction with established moral and social patterns, can impose serious constraints on smooth plan implementation and facility operation.

Our understanding of the social impact of tourism on small indigenous communities all over the world is fragmentary. Research has done little more than to expose a number of individual problems and issues and occasionally to put forward suggestions for solutions. Social impact assessment in general and its tourism-related aspects in particular remain essentially a nominal science of definition, isolated observation and interpretation. Social impact assessment remains in search of a comprehensive and generally accepted set of paradigms, theories and methodologies. Finally, the field and its research findings are frequently confronted by a negative or skeptical attitude on the part of professionals and policy makers, particularly as regards the application of quantitative analysis.

In spite of the foregoing limitations and constraints, the adoption of an essentially phenomenological approach to consideration of the social impacts of tourism in Indian communities can assist planners and policy makers in making realistic decisions. If planners and policy makers accept a few basic tenets — that empirical validations can be as important an arbiter of social realities as theory

formulation, that knowledge is dependent on personal experience and context, and that thoughts, emotions and perceptions regarding tourism can be revealed through narrative methods — they will be able to approach the problem with a reasonable assurance of obtaining useful social impact information. Tourism impacts related to community cohesion, to displacement/relocation disruptions to the social network, and to high risk groups can be explored in terms of how they are perceived by the local residents. The research worker must attempt to record feelings and perceptions, a task perhaps best performed by local residents. It is equally important, however, that the research worker be able to communicate satisfactorily with the investigating and planning agencies, something that is not always possible if the responsibilities are left entirely with local resident workers.

It is sometimes possible to construct graphs or profiles in which local social impacts, such as attitudes to alcohol use, are identified, described and plotted along one axis. Time periods coinciding with the local contact with planning, physical development, and operating stages would be plotted on the other axis. This type of conceptual framework can give direction and focus to descriptive, narrative, interview techniques.

**PART TWO**

**IMPLICATIONS AND ISSUES**





## PART TWO

### IMPLICATIONS AND ISSUES

#### MAJOR IMPLICATIONS FOR TOURISM PLANNING, DEVELOPMENT AND OPERATION

##### RELATED TO HISTORICAL PERSPECTIVES

An appreciation of the historical antecedents of tourism development patterns in Ontario North of 50° is a prerequisite for effective policy, strategy, program and project planning. In many decision-making situations, the contribution of the historical perspective can be as important as spatial distribution, or even more important. This implies the allocation of adequate time and funds to the historical dimension in future research and planning for the tourism sector.

Government agencies concerned with the allocation of resources for tourism development and the administration of tourism programs and infrastructure must recognize the importance of maintaining adequate historical records. Of particular relevance in this regard are the land use permit information of the Ministry of Natural Resources, the early highway construction records of the Ministry of Transportation and Communications and the license files of the Ministry of Tourism and Recreation; all of these are inadequate.

Time is fast running out for the preparation of an authoritative historical treatise on tourism development in northern Ontario. Documentary evidence is fast disappearing. Many people possessing firsthand evidence related to the beginning of events are retiring and moving away from the area, experiencing failing memory, or dying. A determined effort to prepare such a work should be initiated immediately.

The historical sequence of events that has characterized the evolution of tourism and outpost camp development in northern Ontario, based on rail and highway travel supplemented by charter air services to remote lakes and rivers, has reached a juncture of major consequence. The past pattern can no longer be repeated. The broad frontiers of densely distributed and highly productive hunting and fishing resources have been reached.

The progressive northerly flight of the outpost camp industry before highway construction and the harvesting of forest products for over a half century has almost reached its limits. Opportunities for the transformation of angling and hunting camps to general, family, multi-activity vacation or resort facilities are limited by climatic and market constraints. Penetration of sport camp tourism farther northward will be based on the exploitation of discretely located pockets of resource potential remaining after accommodation of Indian domestic requirements for fish and wildlife. In effect, a major discontinuity in the historical evolution of the plant has been reached. Future development probably requires totally new planning and development approaches and methods.

#### RELATED TO THE GEOGRAPHIC DISTRIBUTION AND SCALE OF FACILITIES

In that part of Ontario North of 50° situated to the south of the 11th baseline and the Albany River in the west and the 7th baseline in the east, the bulk of the best highway-accessible and remote natural resource potentials for tourist and outdoor sport and recreation facility development have been exploited. Here, consolidation, reorganization and redevelopment will probably dominate over expansion. Moreover, the adjustments will be complex and risky, given the intensive wood harvesting operations anticipated in remaining unexploited areas, the climatic constraints on alternative facility transformation opportunities, and long-range market uncertainties for tourism.

In the more densely developed southern parts of Ontario North of 50°, the investment level and sophistication of much of the physical facilities and their associated guest tariff structures are far below those that the quality of the resource base could support. The unplanned and uncoordinated allocation of tourism resource potentials on a first-come, first-served and largely uncontrolled basis, the competition from general public access to and use of high class areas, and the impact of forest access roads have resulted in the development of a tourist plant directed towards the lower price range of the market in much of the study area. The same pattern will ensue in the remote northern areas if development forces are permitted to continue as in the past.

The almost total absence of Indian owned and operated facilities in the southern part of Ontario North of 50° suggests a lack of interest, opportunity and entrepreneurial/management skills. It also implies a need for strong government leadership and initiatives if Indians are to attain a meaningful share of the remaining undeveloped opportunities in remote northern locations.

Given the pent-up strength of the non-Indian entrepreneurial forces in the southern parts of Ontario North of 50°, the Ministry of Natural Resources may not be able to resist for much longer the external demands for opening up the area north of the 7th and 11th baselines for sport camp development, unless the opportunities are



Plate 4: Angling party arriving at Hawley Lake

taken up by Indians. In many respects, the Indians in the remote settlements of Ontario North of 50° face a "now or never" situation with respect to ownership and control of tourist and sport camp facility development. Unless they are vigorously encouraged, stimulated and supported financially and technically by the Department of Indian Affairs and Northern Development and the Ministry of Natural Resources, the outlook is not encouraging.

#### RELATED TO MARKETING

Aggressive promotion and advertising, coupled with attractive price and service levels, are important elements in successful marketing of the sport angling and hunting potentials of Ontario North of 50°, since these potentials are in a strongly competitive rather than a monopoly position. While the resources possess strong market attractivity, and in the case of goose hunting have elicited a positive consumer response to tariff increases in the past, operators face competition from a variety of individual and family vacation packages



that are aggressively marketed in almost all major metropolitan and urban centres on the continent and abroad. Moreover, there is a strong element of competition between facilities within Ontario North of 50° since there is considerable uniformity in the angling and hunting product sold by each operator.

From the standpoints of package attractivity and market competitiveness, it is useful to consider total costs to the hunter, including transport costs to the assembly point at Timmins. In the spring of 1982, return air fares from selected starting points to Timmins were as follows: Toronto, \$270; Halifax, \$602; Winnipeg, \$638; Edmonton, \$842; Vancouver, \$956; Cleveland, \$468; Chicago, \$556; Dallas, \$766; Miami, \$782. When these costs are added to the package price, it is immediately apparent that what is involved is a fairly high-cost tourist product that is vulnerable to competition for the discretionary travel dollar in distant markets such as Texas, Florida, Alberta and British Columbia. This is particularly the case at Winisk Camp where, in 1982, the cost to the hunter for return air fare to the assembly point at Timmins together with the purchase of the hunt would have been as follows: Dallas, \$1,716; Miami, \$1,732; Edmonton, \$1,792; Vancouver, \$1,906. The total price for the Hannah Bay Camp would have been \$100 less, that for Kapiskau Camp \$125 less, and that for Anderson's Camp \$210 less. Even in the strong core market area of the camps, the total cost to Winisk is substantial (Toronto, \$1,220; Chicago, \$1,506; Cleveland, \$1,318).

Lucrative new market potentials in Europe, Asia and parts of the southern United States, which are crucial to the future of the commercial sport camp industry in Ontario North of 50°, can be captured only with innovative package developments and aggressive market practices that represent a radical departure from past procedures. In this instance, adequate interface with the wholesale and retail travel agency sector is essential.

In the past, marketing activities for the tourism industry in Ontario North of 50° have been only moderately aggressive. Many operators simply responded to suggestions and demands of sportsmen from southern Ontario and bordering American states who penetrated these northern areas on their own adventurous initiative or as a result of discussions with friends, the so-called word-of-mouth advertising. Direct selling and repeat clientele became the major element in the market strength of most operators. Some engaged in modest advertising in sport magazines, while others depended primarily on inclusion in provincial government tourism promotion and advertising literature. Attendance at sport shows has been growing in recent years, but a large proportion of the operators make no recourse to them. A radical shift in activities will be required to reap the benefits of foreign and long-distance continental markets to the fullest extent.

Given current and prospective future demands for space at some sport shows, particularly that at Toronto, new operators may find them



difficult to enter; they may be forced to wait for present exhibitors to drop out in order to purchase space. This may, however, prove to be only a short-term constraint.

Moose hunting appears to be fairly easy to sell, but the fear of overloading plant capacity with resultant hunter dissatisfaction imposes constraints. For example, Ojibway Country Wilderness Camps are marketed for a two-week season in which six or seven parties containing 24 to 28 hunters are booked without difficulty. The season may possibly be extended to three weeks. The Winisk River Camps (Webequie) introduced a trophy hunt in 1981 in which no cows could be shot and only 23 kilograms of meat could be taken out by the hunter. The constraint on the meat weight created some buyer resistance in the North American market but would not be of consequence if the hunter came from such offshore areas as Germany. In 1981, the agent booked three hunters from distant markets (two Texans and one German), and the target for 1982 was eight to ten hunters. While it would not be difficult to sell 20 package hunts to the Webequie area, such a volume could severely strain the present capability of the plant to deliver a quality hunting experience.

Indian operators probably could make a more significant market impact if they promoted and advertised under a group organization. This technique could be of major benefit in attempts to penetrate the European market. Marketing might be one of several functions performed by an Indian tourist outfitters' association for northern Ontario or perhaps for Ontario North of 50° alone.

The combination of marketing, supply and financial problems confronting Indian sport camp developments in Ontario North of 50°, together with increasing pressures on government to permit non-local entrepreneurs to exploit resources north of the 7th and 11th baselines, implies that the time is propitious for the establishment of a northern Ontario Indian tourist outfitters' or operators' association. The organization would provide:

- Economies of scale in the purchase of supplies and charter air services and leverage in attaining favourable repayment and delivery schedules.
- More dynamic and effective and less costly promotion and advertising in all markets and with wholesale and retail agents. The image of substance, reliability and responsibility projected would be crucial in European and Asian markets.
- A united voice in representation to all levels of government with respect to natural resource management and allocation and funding assistance.

Such an association might be established on a province-wide basis to include all registered Indians who own and operate a tourist facility (lodge, motel, hotel, campground, trailer park, marina, ski slope, or sport hunting and angling camp). It may prove more effective, however, to proceed in a less comprehensive manner. Associations might be set up for particular sectors, such as hunting and fishing camps, campgrounds, marinas or winter resorts. They might be set up for regions such as northern Ontario or Ontario North of 50°. The concept of a federation for Ontario would probably emerge if circumstances required such an umbrella organization. It is clear, however, that steps should be taken immediately to explore the feasibility of a regional group to meet the needs of Indians in Ontario North of 50°.

The concept is not novel. The Northern Ontario Tourist Outfitters' Association has been in existence for decades. In January 1977, a Northern Native Lodges Association was created in Manitoba with objectives similar to those noted above. On April 1, 1981, the Fly-In Sport Fishing Industry Association (of Canada) was set up in Winnipeg to address problems peculiar to that industry. In effect, the concept is tried and proven.

The full dimensions of the summer and winter season tourist markets for the remote areas of Ontario North of 50°, and the specific potentials and facilities contained therein (such as the James Bay Goose Camp to the north of Moosonee or Site 415 in Polar Bear Provincial Park), are uncertain. An opening probe is required immediately using the full gamut of market evaluation techniques. Among these, concept testing followed by pilot package tour projects in which the risks are shared between government and the wholesale/retail dealers seems particularly appropriate.

Concept testing has been used to a considerable extent in the advertising and promotion research of the Ministry of Tourism and Recreation. It involves interviews and/or questionnaire surveys of members of key organizations of the primary sectors of the consumer market in order to determine their reactions to, and suggestions for modification of, various development concepts and package trips, such as wilderness river tours, landscape/natural history family or group holiday trips involving the use of angling or goose hunting camps, winter snowmobile tours (Appendix B), and trapper cabin vacations. There is a host of outdoor sport/recreation and natural history associations which can be profitably contacted; most would be willing to cooperate. Testing with the retail and wholesale market organizations is equally, and in some cases more, important.

Package tours developed under a concept testing procedure could be initiated on a risk-share basis between industry and the retail and wholesale dealers. Many arrangements are possible, including cost-sharing on promotion and advertising and public expenditures on facilities and programs at the destination area to enhance the quality of the experience. Efforts of the Ministry of Northern Affairs to

enrich the rail trip or to enhance the impact at the Moosonee/Moose Factory destination of the Polar Bear Express provide examples of the latter type of government involvement on a fairly elaborate scale. Some pilot package tour development at site 415 in Polar Bear Provincial Park occurred in 1980.

A market concept feasibility study is required immediately for James Bay Goose Camp, acquired by MNR in 1981. Moreover, several alternatives that are readily identifiable could introduce an urgently required broadening of the market base and improvement in the profit prospects for goose camps throughout the region, for example, summer season natural history-oriented family vacations.

## RELATED TO FINANCIAL ASPECTS

The introduction of large sums of public money through various federal and provincial agencies, particularly under the DREE program for the construction of access roads for forest exploitation and management, has a number of very significant implications for tourism. These should be fully explored and responded to by tourism interests as quickly as possible.

In any discussion of future financial support for tourism or compensation for damages imposed by road construction, the public subsidization of the forest industries should always be fully exposed and employed as an instrument of leverage. By comparison, requests of the tourism sector for financial assistance are minor.

The scale of investment in roads suddenly and unexpectedly introduced into the landscape across the entire southern part of Ontario North of 50° is intensely disruptive to remote fly-in sport camp and wilderness tour operations and their future business viability prospects. Moreover, the widespread distribution and large number of road developments make it difficult for tourism industry associations to deal effectively with the problem. This, in turn, demands greatly enhanced support to the industry by the provincial government tourism administrative agencies at both headquarters and regional levels.

The wide range of funding and borrowing programs and instruments available to all segments of the tourism industry in Ontario North of 50° should be sufficient to satisfy the requirements of the private sector and achieve the objectives of government. While some modifications in detail may be required to meet the needs of unique situations that emerge from time to time, the general structure appears adequate.

No attempt was made in this study to assess the adequacy of the level of funding available in the various programs and their associated instruments in relation to the probable future needs of the industry in Ontario North of 50°. This aspect must receive adequate attention in future strategy and program planning for tourism development. A strategy that called for major industry reorganization and redevelopment could substantially increase the level of financing required.



The loan repayment performance of the private non-Indian portion of the tourism industry in Ontario North of 50° appears to be reasonable for a high risk economic sector, insofar as can be judged from the limited investigations conducted in this study. There is room, however, for considerable improvement in appreciation of the needs, prospects and constraints of the industry on the part of the lending agencies. Equally important, the tourism industry must appreciate the constraints imposed on the lenders, the nature of the support requirements for loan application, and the full consequences of non-repayment within predetermined schedules.

It is reasonable to expect that more sophisticated and stringent procedures will be adopted in the future lending practices of the Northern Ontario Development Corporation to the tourism industry in Ontario North of 50°. Probably, factually supported pro-forma statements to accompany loan applications and close surveillance of repayment practices will be required.

Indians are likely to make recourse to only a narrow range of funding and borrowing sources available to them. The Indian Economic Development Fund is clearly more suited to their needs. Moreover, in view of the unfavourable past experiences of the Canada Employment and Immigration Commission in the Fort Hope Development Corporation's fishing and hunting camp development and the Department of Regional and Economic Expansion and the Ontario government in the construction of the Ogoki Wilderness Lodge, it is probable that government agencies will be hesitant to enter into elaborate and costly Indian tourist facility development schemes in Ontario North of 50°.

While special tourism-oriented employment and income-generating programs, such as that of the Ministry of Northern Affairs at Whitedog and Grassy Narrows in 1978 and 1979, generate obvious immediate benefits, the long-run impact would probably be substantially enhanced if a development strategy for Ontario North of 50° were in place to provide direction and priority.

Following the examples at Kashechewan and Attawapiskat, there will probably be a marked increase in requests from bands and individual Indians for funds under the Indian Economic Development Fund to construct accommodation facilities in the remote settlements of Ontario North of 50°. In many situations, market prospects appear reasonably encouraging.

Cree Indian goose hunting camps, roughly equivalent to major base angling and hunting camp developments in the interior portions of Ontario North of 50°, involve substantial capital and maintenance costs for a short operating season of about 21 days. The development of a summer season tourist activity could substantially improve the business viability of these enterprises. Serious attention should be given to the assessment and exploitation of such opportunities.



A number of crucial operational implications for future funding and lending procedures for Indian tourism development in Ontario North of 50° flow directly and clearly from the analysis of financial aspects presented in a previous section of this report. Failure to recognize and accommodate these can lead only to disastrous consequences for all concerned.

Every proposal must be supported by a realistic and comprehensive feasibility study. Among other things, such a study must include:

- An assessment of the supply foundations (fish, game, climate and terrain quality) at a level of detail commensurate with the scale of the capital investment envisaged. Moreover, the results must be accommodated in the investment and operational decision-making processes. A feasibility study that ignores the supply parameter courts disaster.
- A comprehensive, practical marketing plan. This must be regarded as an integral and indispensable component of all feasibility studies. The consideration of the market factor must not be left until construction is well advanced or nearing completion, as has occurred at times in the past.
- A clear statement of all costs and revenues expected over a time span of at least five years.
- A clear and comprehensive statement of the sources and levels of funding assistance required from government agencies for capital development and the early phases of operation.

While important and legitimate long-term and widespread community and social development benefits are frequently associated with tourist facility development projects, these benefits should not be permitted to unduly influence investment decision-making. Prospects for continuing financial viability and profitability, as determined by the pro-forma statement, should be the central determinant. If this is not the case, Indian tourist facility development in Ontario North of 50° will be nothing more than a vehicle for a disguised form of welfare.

It is of the utmost importance to establish and maintain accountability for political and administrative decision-making related to all phases of a tourism development program or project from its conception through to its implementation and ultimate operation. Moreover, the introduction of satisfactory cost control procedures that will alert management to pending cost overruns with adequate advance warning time for remedial action is equally important.

Administrative, accounting, legal and consulting costs, as indicated by the LEAP involvement in funding to the Fort Hope Development Corporation for sport camp development over a six-year period from 1975 to 1980, can be substantial, particularly when frequent travel from a head office in Toronto is required. The utilization of competent local services to reduce costs substantially should be considered initially.

Delays or procrastination in decision-making for a tourism project can be disastrous at both the development and operating levels. They may substantially increase costs for the purchase and transport of supplies to a level that makes the project no longer financially viable.

Past experience suggests that government must expect to provide a high level of technical support to Indian sport camp development in the initial stages of program and project development and operation. This appears to be unavoidable.

Indians must recognize and adjust to fundamentally business-like sport camp development and operation from the outset. Development cannot be regarded as a social welfare tool that perpetually siphons funds into the community to cover operating deficits generated by the non-profitable use of labour or losses incurred by the improvident care of equipment. First and foremost, it must be a business venture designed to generate long-term, viable employment, income and profit.

Evidence implies that the ultimate long-term prospects for successful operation of Indian tourist facilities are most favourable when the facilities are transferred to individual ownership rather than to a band. Prospects for the introduction of and adherence to sound business practices are thereby enhanced substantially, the diversion of funds or profits to other band projects is avoided, and labour is most profitably employed.

Air charter costs are a crucial determinant of the current profitability and the long-range business viability of goose camps in the Tidewater region and remote fly-in sport camps across Ontario North of 50°. An immediate in-depth study of this aspect, identifying the full extent of the problem and such possible mitigating strategies as a gasoline tax rebate, is considered essential.

#### RELATED TO ECONOMIC IMPACT

While the development of sport camps can generate substantial local economic impacts in the form of wage and salary payments, tips and profits, it cannot be regarded as a panacea for the economic distress of Indian communities in Ontario North of 50°. It will simply add another employment and income dimension to an economy offering limited opportunities to date. In this respect, it assumes considerably greater significance than might be expected from the scale of the impacts involved.

The direct economic impact on the local Indian community of total angler or hunter trip expenditures is severely limited by access costs and high leakage factors associated with the open economy of these remote northern areas. A substantial proportion of the total cost involves payment to scheduled airlines or the automotive service industry for travel from place of residence to a central collection or assembly point such as Timmins, Moosonee, Sioux Lookout, Webequie or Fort Hope. Agent commission fees may also be involved. Depending on distance travelled, these costs could represent 50 to 70 per cent of the total dollar outlay of the sportsman. Moreover, perhaps only 60 per cent or less of the fee paid to the camp generates a direct economic impact in the community in the form of wage and salary payments and profits. Considered within this frame of reference, the benefits to local Indians, who must forego fish and game resources and expend considerable time and effort in servicing the sportsmen's needs, are not as attractive as suggested by a simple examination of the purchase price of the package. In some situations an animal in the larder can be worth more than one sold to the hunter. To a large extent, it is the absence of alternative employment opportunities, the attainment of immediate extra cash income or the strengthening of a multiple income pattern that includes trapping, fishing, wood cutting and welfare payments that make sport camp development attractive. That Indian and non-Indian sport camp development generates significant economic impacts outside the local area provides a degree of justification for the public funding of support programs of the type noted previously in this report.

The temptation is great for local entrepreneurs, and in some cases government, to contain the leakage or capture a greater portion of the consumers' expenditures through vertical integration involving the assumption of charter aircraft and marketing functions, or to place greater reliance on local food sources to meet sportsmen's needs. It is reasonable to expect such efforts in the future by Indian operators. Care must be taken, however, to ensure that the process does not become too complex for the entrepreneurial and management skills of the operators. This is a particular risk at present insofar as charter aircraft operations are concerned.

#### RELATED TO SOCIAL IMPACT

While no investigation was made of social impact, discussions and the writer's experience make it clear that Indians want to gain control of tourism development in the more remote parts of Ontario North of 50° and want to accept it on their own terms with respect to both timing and the nature of the plant that ultimately emerges. To a considerable degree, this implies an Indian preference for a small-scale, craft-type tourism industry model in development strategy and program and facility planning for Ontario North of 50°, rather than a complex, large-scale, industrial-type model. Development based on the industrial model would probably sell the angling and hunting experience at rates closer to



true market value and perhaps generate greater beneficial local economic impacts. On the other hand, it would demand a level of investment, marketing and operating entrepreneurial management and technical skills beyond that now present in the Indian communities or readily attainable with modest training programs. This, in turn, implies loss of control to outside interests. While the industrial-type model could represent an ultimate goal, it will probably be considered inappropriate for the initial cycle of development.

It seems reasonable to expect that extensive development of the tourism sector would generate some significant changes in the social power structure of communities and in the outlook of the local Indian population. However, in comparison with the effects of the social conditioning and social acculturation processes now under way in the communities, particularly the impact of television, the effects will probably not be of major importance over the long haul. The question of who controls tourism development in the region, however, is a major and immediate concern.

## RELATED TO PLANNING

The general status of present tourist and sport camp facilities in Ontario North of 50°, together with the complexities of marketing, financing and economic and social impact, clearly implies a need for the immediate initiation of a tourism planning study for Ontario North of 50° in general, and for that portion to the north of the 7th and 11th baselines and the Albany River in particular. While the material presented in this report will contribute to the background description and the statistical information base required for such a planning study, a substantial additional effort will be required.

Central Indian involvement in all phases of such a study, from basic data collection through to final plan preparation, is an indispensable requirement. If a Northern Ontario Indian Tourist Operators' Association were established, it could function as the directing and management agency for the project.

The plan document prepared must contain at least the following components:

*A Physical Plan* indicating the type and location of proposed developments and the time scale for their construction.

*A Marketing Plan* indicating the market areas and market structures to be exploited and utilized.

*A Financial Plan* indicating public and private investment requirements over the short-term five-year period and the medium ten-year range. The instruments of funding to be employed should be clearly stated.



*A Manpower Plan* indicating the source of the supply of labour and management resources required and any training considered necessary.

*A Resource Management Plan* indicating the manner in which the natural resource supply potentials for tourism development will be allocated and managed to meet needs on a sustainable, high quality basis. This might be effectively presented within the framework of a Tourism Management Area, akin to the Forest Management Areas employed in other parts of northern Ontario. Funding arrangements could be developed within such an arrangement.

The document should contain a clear and realistic expression of anticipated economic and social impacts together with any mitigating procedures considered necessary to offset undesirable effects.

Plan preparation and final approval should rest solidly on local participation in a prospective manner that ensures the identification and accommodation of local interests and concerns. It could be the responsibility of the suggested Indian Tourist Operators' Association to ensure compliance with this need.

While vital Indian involvement is a crucial prerequisite, consulting services will almost certainly be required. It would probably prove more advantageous to engage separate consultants for each stage of the work rather than to sign one contract for the entire project. In this manner, a more incisive set of skills can be obtained and the project can be more easily and efficiently managed and controlled. Finally, in the conduct of this study, maximum recourse should be made to skills and knowledge available within the federal and provincial governments.



## ISSUES

The discussion that follows is organized within a framework of pervasive issues that tend to sum up the range of contentious matters raised in the previous discussion of patterns. All have important implications for Indians in the field of tourism planning, development and operation in Ontario North of 50° and some are uniquely related to them.

### RELATED TO ACCESS TO INFORMATION

Fundamental and pervasive issues centre around the freedom, timeliness and ease of access of the tourism sector to vital information concerning government decision-making, administrative structures, and planning related to the allocation, maintenance and development of natural resources and the environment. They apply to these activities of government at both the political level and the administrative level.

In Ontario North of 50°, these tourism issues revolve largely around the operations of the Ministries of Natural Resources and Northern Affairs. MNR is responsible for the maintenance and allocation of the land and water resources on which so much of the tourism industry is based. MNA determines much of the overall policy and provides considerable stimulative funding through its budget appropriations and the administration of federal-provincial cost-sharing agreements. The Ministries of Transportation and Communications and Tourism and Recreation are also involved to a considerable degree.

Primary responsibility for the identification of available information is an important specific sub-issue of this topic and requires resolution. The provincial government has accepted responsibility for the preparation of lists of available publications and their public distribution. It is clearly the responsibility of the tourism industry to examine these documents in relation to its particular interests. There are, however, a host of internal government reports of committees, task forces and working groups containing new or condensed and interpreted versions of existing data that are, or could be, of immense value to the tourism industry. These are often considered by ministry administrators to be restricted, or not to be offered until identified and specifically requested. Therefore, timely and significant information that could often play a vital role in decision-making affecting tourism lies outside the knowledge and reach of those whom it most vitally affects, both Indian and non-Indian tourist operators in Ontario North of 50°. Cases in point are the high degree of secrecy surrounding the Report of the Task Force on Parks System Planning (often termed the Monzon Report after the Chairman of the group), the delayed release of this report, and the reluctance of the Ministry of Natural Resources to provide internal documentation on such subjects as its policies on resource allocation north of the 7th and 11th baselines and Indian employment to the Royal Commission on the Northern Environment.

The tourism industry has neither the time nor the resources to engage in sustained information detection across the entire range of provincial ministries directly and indirectly affecting its current and future operations. Government has a primary responsibility in this instance, and the Ministry of Tourism and Recreation has an important leadership function to perform, possibly through its public information agencies. The operations of all provincial ministries directly or indirectly impacting on tourism must be thoroughly examined with respect to information restriction, a matter that reaches far beyond the tourism field to the core of viable democratic government.

The responsibility of the provincial government to facilitate access to vital information through financial assistance to tourism groups is a disputable aspect of this issue. The regionalization of provincial government administration has resulted in a very dispersed body of information at the various headquarters, regional and district levels. Frequently, it can be very costly in time and money to access the documentation associated with a particular problem related to the planning, allocation, development and management of tourism resources.

Many consider that government has a financial obligation to offset these limitations of access that can be particularly constraining for residents of Ontario North of 50°, especially those living in the remote settlements. Obviously, there are serious cost implications associated with this viewpoint. Collections of all vital documentation in regional offices, and perhaps some district offices, that is readily available to the public would be useful, but only if they are comprehensive, easy to use and regularly updated. Some form of information service centre, possibly equipped with an on-line retrieval system, would be helpful.

#### RELATED TO TOURISM SECTOR INVOLVEMENT IN DECISION-MAKING

Another consequential issue category, around which a number of sub-issues revolve, is that pertaining to the need, and most appropriate form and process, for the effective participation of the tourism sector in government decision-making related to resource planning, allocation and management. Actually, this is a specific expression of a more general issue of effective public participation in government decision-making across the entire social, economic and natural environmental spectrum in Ontario North of 50°.

For tourism, this group of issues has recently received its sharpest focus with regard to the strategic and district land use planning processes of the Ministry of Natural Resources and the Forest Management Agreements concluded with the forest products industries by that ministry.

A satisfactory resolution of the issue of access to information is obviously a prerequisite for the attainment of a productive interface with this problem. Moreover, the extensive list of sub-issues that follows suggests that a very substantial area of indecision, confusion and, to some degree, hostility could be involved.



The definition of the range of interest groups legitimately eligible for involvement in decision-making related to tourism in Ontario North of 50° remains unresolved. A sharp distinction is often made on a geographic basis. Some feel that only northern residents should be involved, while others claim that the full range of affected interests throughout the province is equally entitled to representation. A further distinction is often made between tourist operators with a vested financial interest and people with such other concerns as public park development or forest harvesting. The fact that government is continuously attempting to strike a reasonable working balance between interest groups does not negate the importance of this issue.

The definition of the limits of tourism sector involvement remains in dispute as a sub-issue. Some political and administrative personnel view tourism as a secondary and perhaps somewhat peripheral vested interest. Others, particularly representatives of the tourism sector, support a much more liberal position in which interface in a vital, prospective manner is an unchallengeable right.

The definition of the most suitable structure and process for effective intervention of tourism interests is at issue. An enormous range of opinions exists respecting the most practical structure and process. Moreover, the situation is further complicated by the need to involve the local native population with its distinctive set of values and expectations.

The need for sustained participation in decision-making, as opposed to intermittent interface, and the need for prospective involvement, as opposed to retrospective final endorsement of decisions, are disputed sub-issues of consequence. The nature and significance of sustained participation are obvious. Prospective involvement has the potential to be effective and satisfying. Retrospective participation is usually restricted in its impact because the major decisions have usually been taken already and the opportunity to influence matters is limited to minor or relatively unimportant aspects. Frequently, the process amounts to little more than an endorsement of past decisions and is largely cosmetic in nature. The situation is exemplified by the participation of the tourism sector in the strategic and district land use planning of the Ministry of Natural Resources.

Sometimes the issue is expressed in terms of involvement in peripheral consultation and fact-collecting as opposed to critical, central participation in the decision-making processes. This arises when the role of the private tourism sector is limited to factual data and opinion collection for the preparation of a report on which subsequent decision-making will be based, wholly or in part. This process cannot be considered participatory, prospective involvement in planning or decision-making.

There is no prescribed and readily applicable solution, or set of solutions, to these issues. Their resolution requires exploration and experimentation in the general area of expanded, effective public interface with government decision-making for resource development in Ontario North of 50°.

## RELATED TO ACCOUNTABILITY

The definition and implementation of a satisfactory mechanism to ensure the accountability of governments and their administrators to the private tourism sector for decision-making that affects its supply, marketing, development and operating foundations are a critical issue. This issue embodies one of the most serious constraints on attempts by the tourism sector to interface effectively with government on any contentious matter. A mechanism must be built into the government decision-making system that allows for the ready identification of responsible agencies and individuals. Moreover, opportunities must be built into the system to ensure performance evaluation by the tourism industry in terms of effectiveness and efficiency.

The apparent unsatisfactory accountability of Indians, particularly in group situations, for financial and material assistance provided for tourist facility planning, development, management and operation is undoubtedly one of the most serious of the contentious matters. In the present era of public expenditures, characterized by budget constraints, by demands for stringent expenditure controls and by increasing emphasis on program and project efficiency and effectiveness, past procedures and practices will no longer be tolerated by central budgeting agencies. Funds provided must be rigidly applied to stipulated purposes, budget estimates adhered to, and capital structures and equipment regularly inventoried and maintained in good order to the end of normal life expectancy.

## RELATED TO NATURAL RESOURCE POTENTIALS, ALLOCATION AND MANAGEMENT

Some of the most fundamental and contentious issues related to current and future tourism development across Ontario North of 50°, and in the remote northern areas surrounding the native settlements in particular, are associated with this broad theme and its many sub-components. This is to be expected since it reaches directly and significantly to sharply contrasting divergences in basic attitudes, philosophies, interests, and policy outlooks related to resource ownership, priority user rights, resource allocation practices, management procedures, and conforming/unconforming, compatible/incompatible, and single/multiple use dichotomies.

At issue is the unique character of the geographical foundations for tourism development in Ontario North of 50°, in terms of both the strengths and limitations of the natural resource supply foundations and the opportunities and constraints of the socio-economic fabric of the remote native settlements. Many view the area as a vast storehouse of unexploited angling, hunting and wilderness travel opportunities awaiting development by commercial entrepreneurs in the traditional manner that characterized past development to the south. Others consider the exploitable resources to be limited in scale and variety and



discretely distributed in an area transitional between the northern edge of the Boreal forest and the Subarctic environment. This resource pattern, together with the predominantly native population in the far northern settlements and its weak and opportunity-deficient economic structures, demands a specially tailored or unique approach to tourism planning and development. The simple northward progression of the development patterns and procedures of the south would be an economic and social disaster.

The sole, or the priority, right of access of the local native population to the natural resource potentials of that part of Ontario North of 50° situated to the north of the 7th and 11th baselines and the Albany River is an issue of fundamental importance. The basic question is straightforward. Will tourism development opportunities in general, and those for angling, hunting and wilderness travel enterprises in particular, be reserved for native people, or will there be unrestricted access to development opportunities for all residents of northern Ontario or the province as a whole? More specifically, the issue is related to the extension and entrenchment of the present limitation on non-resident commercial sport camp development in the northern part of the study area until the district land use planning process of the Ministry of Natural Resources has been completed.

The importance of wilderness in Ontario North of 50° for the tourism industry is generally recognized, but the designation of wilderness areas and the enforcement of management practices required for the maintenance of their natural attributes are strongly at issue. Moreover, the pattern of interest groups and sub-issues related thereto is complicated. Some state that the immediate designation and protection of vast areas of relatively unspoiled wilderness landscape are a basic requirement for a viable tourism industry in Ontario North of 50°. Others claim that Ontario North of 50°, outside the individual urban centres and the remote settlements, is one vast wilderness and that the designation of single-purpose wilderness areas, precluding multiple land use practices that bring important economic returns to the local communities, would be a disaster. Furthermore, some tourist entrepreneurs view the creation of wilderness areas as a serious threat to their access to the fish and game resources on which their livelihood rests.

Many claim that there has been serious deterioration of the fish and wildlife populations on which tourism depends. They cite over-harvesting by commercial fishermen and sport camp operators, as opposed to habitat destruction, as the fundamental cause. This is a hotly contested management-related issue in Ontario North of 50°. Some claim that there has been no appreciable decline in population levels and can point to increases in particular game species in some areas as, for example, moose in the northern parts of Ontario North of 50°. Others attribute the decline in fish and game in some areas to excessive harvesting by the general public as a result of the opening of forest

access roads and major highways, and not to over-harvesting by commercial sport camp operators. Still others feel that damage to habitat and wilderness, and sometimes their virtual destruction, by logging and mining operations is the basic long-term cause. Some consider that over-harvesting by sport camp operators is the cause and that stronger controls and rationing are now required.

The accuracy of the resource information and the calculation procedures used by the Ministry of Natural Resources in the estimation of fish and game populations, particularly moose, and the productive capacity of lakes, rivers, and terrain prior to the granting of land use permits for commercial outpost sport camps are widely challenged by tourist operators. Many feel that excessively restrictive practices, substantiated on pseudo-scientific grounds, severely curtail the economic viability of their businesses. The biological scientists, while recognizing the limitations of their information base, feel that it is sufficiently diagnostic to indicate problem situations and general carrying capacities.

As noted in the separate report dealing with the transportation foundations for tourism development, there are a number of long-standing and highly contentious management issues associated with the closing of forest access roads after their intended purpose has been fulfilled and with the scale and enforcement of shoreline and river bank forest reserves in areas harvested by timber and pulp and paper companies.

The creation of Tourism Management Areas (TMA's) in those parts of Ontario North of 50° possessing outstanding natural resource potentials for tourism represents a solution to problems of management. Their creation may soon surface as an issue. They could provide an effective counter-balance to the current placement of the tourism industry in a subservient position to the forest products industry over vast areas of northern Ontario as a result of the establishment of Forest Management Areas under agreements with companies that often have mills located great distances away. There would appear to be enormous possibilities associated with this concept if a local tourist operators' association were established to create an administrative focus around which government and the industry could interact. The concept's introduction into the remote northern portions of Ontario North of 50° requires immediate and serious consideration. An Indian tourism development and operators' association could probably provide the required focal administrative structure.

In a Tourism Management Area, resource allocation and management plans would be formulated to ensure tourist operators that degree of resource supply security required for investment decision-making over medium and long-term horizons. Financial support and cost-sharing arrangements could be evolved, as is the case with the Forest Management Agreements, although the dollar requirements would not be on such a large scale. Forest harvesting, trapping and commercial fishing



would not necessarily be excluded from any TMA, but these activities would be subservient to the interests of tourism. In many respects, creation of the TMA simply implies the extension of the FMA concept to the tourism sector, especially in the undeveloped northern reaches of Ontario North of 50°.

The equitable allocation of costs between industrial resource users, including the tourism sector, and society as a whole for natural environmental quality maintenance, rehabilitation and enhancement is constantly at issue. Two approaches to this problem appear to be concurrently in use in Ontario. The societal approach, in which the government assumes financial responsibility, is justified on the grounds that benefits accrue to society as a whole in the form of income and employment generated by industrial users, taxes derived from individual and corporate profits, and generally lower product costs to the consumer. Alternatively, allocation of costs can be treated as a corporate problem in which the industrial user pays, particularly in the case of water and air pollution.

Both approaches carry important implications for the tourism industry, particularly its natural resource-based angling, hunting and wilderness travel component. The adoption of a societal approach is considered by many to justify non-restricted public access to, and use of, natural fish and game resources within constraints imposed by regulations designed to ensure a natural replenishment of stocks in perpetuity. The assumption of costs by industry might be interpreted by some as establishing a degree of proprietary rights to control or limit use of resources, possibly in a manner detrimental to the tourism industry.

## RELATED TO ECONOMIC IMPACT

A number of important issues reach directly and critically to the cost/benefit equation for public investment in the tourism sector in Ontario North of 50° and, in particular, its remote northern native settlements. The true nature and scale of the direct, indirect and induced economic impacts of tourism are in dispute, due in considerable degree to a combination of inadequate empirical evidence and an imprecise and perhaps confusing use of concepts and terminology. Frequently, statements of employment impact are based on limited factual evidence, fail to distinguish between full-time and part-time jobs, and give no indication of man-years of work. While wage estimates are usually reasonably accurate, management and owner salaries and profits are often blurred. The all-important adjustments for transfer payments or reinvestment within the area usually remain unrecognized, and invariably unquantified. Indirect impacts generated by the inter-industry demand for finished and semi-finished goods at final demand point often are ignored, largely because they are known to have a high leakage factor in northern economies. Induced impacts generated by the local re-spending of wages, salaries and profits, the so-called household or personal spending multiplier effects, are often overestimated. This confusion obviously represents fertile ground for the growth of contentious issues.

The relative significance and the major beneficiaries of the economic impact of present and prospective tourism development within extra-regional, regional and local economic perspectives are at issue. At one end of a continuum of claims, the industry is regarded as a mainstay of the economy of northern Ontario and at times almost as a panacea for the severely depressed and opportunity-constrained economies of the native settlements in Ontario North of 50°. At the other end of the scale, tourism is felt to be limited in its local economic impact and to be characterized by short-term and low-wage employment opportunities. A large percentage of the benefits are said to accrue to extra-regional air carriers, highway service centres and the wholesale and retail travel marketing agents. The sector is considered to make excessive demands on limited domestic fish and game supplies. Clearly, the truth lies somewhere between these extremes, with substantial differences from area to area and enterprise to enterprise. Within the context of remote northern native settlements that have very limited alternative economic opportunities and display a pattern of multiple-source employment and income, tourism development can assume a relative significance far greater than is suggested by the absolute dollar values involved. The outlook over the long haul will depend largely on the ability to contain leakage from the local economy.

The desirability and practicality of government regulations designed to increase the local economic impacts of non-resident angling, hunting and wilderness travel activities on Crown lands in Northern Ontario are at issue. Many non-resident tourists, disparagingly referred to as "pork and beaners", travel north in self-contained trucks and camper units that enable them to exploit the superb outdoor recreation opportunities of the region while circumventing the local business and economic structure. In this manner, valuable and limited natural resource potentials are sold far below their true market value. Moreover, the competition for resources and the pressures placed on them can undermine the viability of commercial sport camp operations, particularly when the remote wilderness attractiveness is destroyed by a seemingly unlimited influx of anglers and hunters along roads newly opened for forestry operations. Wilderness canoeists travel north on rivers from headwater areas to tidewater without Indian guides, something that was not permitted in earlier years. Many feel that regulations requiring non-residents to use commercial accommodations in the area, possibly to stay at commercial sport camps in some places, and to hire guides for river travel are necessary in order to increase economic impacts. Others feel that such regulations, particularly as they might relate to Ontario residents, are undesirable.

#### RELATED TO PLANNING AND DEVELOPMENT

A number of important issues related to planning were identified in the course of the investigations leading to the preparation of this report.



The basic need for a comprehensive planning approach to the development of tourism potentials in Ontario North of 50° in general, and that part to the north of the 7th and 11th baselines and the Albany River in particular, is at issue. Some contend that development should be allowed to proceed as in the past, with direction and control provided by the Ministry of Natural Resources' procedure for the issuance of land use permits for sport camp developments, lake and habitat supply investigations, and general guidelines presented in the strategic and district land use plans. Others claim that a comprehensive, coordinated planning effort for tourism, involving local residents and all federal and provincial government agencies with major responsibilities in the field, is a prerequisite for attainment of maximum social and economic benefits and maintenance of the vital supply foundations.

There is disagreement between administrative agencies with respect to responsibilities for tourism planning in Ontario North of 50°. In the strategic and district land use planning of the Ministry of Natural Resources, the Ministry took the position that tourism planning is the responsibility of the Ministry of Tourism and Recreation. MNR considered its role to be limited primarily to the maintenance of the quality of the natural supply foundations and their orderly allocation to a variety of competing users, among them tourism. In the remote northern reaches of the region, the federal Department of Indian Affairs and Northern Development clearly has a responsibility insofar as development of the opportunities by Indians is concerned. The provincial Ministry of Northern Affairs also appears to have some responsibilities in an overall policy directional sense, and possibly in relation to funding.

Local control of the planning process in the remote northern parts of Ontario North of 50° and meaningful local input in a prospective participating manner from inception of the process through to final plan approval are major issues with the native people. In effect, there is a demand that tourism development be introduced on their terms with respect to timing, scale, sophistication, management and operation rather than in response to the concepts of southern, non-resident planners. In effect, the plan must originate from within the region rather than from without and it must provide a means for native control and involvement in data collection and analysis, plan formulation and ultimate plan approval.

The type and scale of facility development most suitable in the predominantly Indian-populated parts of Ontario North of 50° (i.e., craft or industrial) are at issue. They have major implications for the planning process and resource allocations by MNR. Many support the encouragement of luxury-type sport camp developments on the grounds that they would permit the angling and hunting resources to be marketed at their true value and would generate the greatest sustainable local employment and income impact. Others feel that this industrial type of tourism, characterized by complex marketing and management arrangements requiring an array of fairly sophisticated skills, would remove control

of tourism development from the local native population to outside interests, reducing native people to virtually labourer status. This group supports a craft type of development, requiring a level of planning, marketing and operational capabilities within the range of the current level of local native entrepreneurial skills or attainable within a relatively short training period.

The true status of the strategic land use, district land use and West Patricia land use plan documents of the Ministry of Natural Resources is at issue, and the matter is crucial to the future of the tourism industry in Ontario North of 50°. Should the documents be regarded simply as a broad statement of resource development potentials intended to function as a general guideline for strategy and policy with respect to land and water resource management and allocation at the regional and district administrative levels of the Ministry? This appears to be the Ministry's current stance, and represents a major change from its position when the planning program began. Interpreted from another perspective, the output of the process might be considered a "plan of sorts" in which the tourism industry and its requirements for protection of its current investment and future access to natural fish and game resources are placed hopelessly at the mercy of the demands of the competing forest products industry. In the concept of multiple and sequential resource use now applied, tourism ranks low in priority. The primary beneficiary targets appear to be the forest products industry, the mining industry, and the local population's outdoor recreation needs, particularly for angling and hunting. The situation is particularly contentious and alarming when the tourism industry can see no way to come to grips with the "monster" in order to effect changes in the immediate or medium-range future. In effect, these planning processes of MNR have generated an atmosphere of confusion and uncertainty in the tourism sector that requires immediate attention if the issue is not to deteriorate into an atmosphere of recrimination and, perhaps, hostility.



## **PART THREE**

### **SUPPORT DOCUMENTATION**



## PART THREE

### SUPPORT DOCUMENTATION

#### RELATED AGENCIES, PROGRAMS AND INFORMATION

Programs have been identified and discussed in considerable detail in the main body of the report. The format employed for the recording of contacts indicates administrative or agency organization. Discussion of these aspects at this point would be repetitive.

#### CONTACTS MADE IN COURSE OF STUDY

##### Provincial Agencies and Personnel

###### Ministry of Tourism and Recreation

###### Division of Tourism

Third Floor

Hearst Block

Toronto

###### Tourism Development Branch

Director,	R.L. Brock	(416)	965-1542
Industry Improvement,	G.B. Kebedi	(416)	965-4255
Planning,	Patt Saar	(416)	965-7846
	W. Hunter	(416)	965-7846

###### Tourism Field Services

###### Northeastern Ontario

273 Third Avenue

Suite 200

Timmins P4N 1E2

Tourism Consultant,	Kevin Scully	(705)	264-5393
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Ontario Government Building

199 Larch Street

Sudbury P3E 5P9

Manager,	Jack Cruickshank	(705)	675-4330
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###### Northwestern Ontario

435 James Street, South

3rd Floor

Thunder Bay P7C 5G6

Manager,	T. Adamchick	(807)	475-1325
Tourism Consultant,	Steve Courtney	(807)	475-1325

806 Robertson Street

Kenora, P9N 3X9

Tourism Consultant,	R. MacRae	(807)	468-6481
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Ministry of Government ServicesRealty Services BranchThird Floor

Ferguson Block	Don Canning	(416) 965-9217
Toronto	Peter Libbiac	(416) 965-9217

Ministry of Industry and TradeNorthern Ontario Development Corporation6th Floor

1200 Bay Street  
Toronto M7A 2E7

Loan Applications Branch

Manager,	Al Woods	(416) 965-4622
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Regional OfficeTimmins

273 Third Avenue Timmins	Ralph DeLaurant	(705) 264-1323
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Ministry of Northern Affairs

10 Wellesley Street East

Toronto M4Y 1G2

Strategic Planning Secretariat9th Floor

Manager,	M. Rodrigues	(416) 965-1669
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Northeastern Regional Office

421 Bay Street

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Sault Ste. Marie P6A 1X3

Tourism Economist,	Dave Head	(842) 942-0100
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Communications Officer,	E. Belfrey	(842) 942-0100
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Northern Affairs OfficesCochrane

161 6th Avenue

Officer,	G.W. Rhodes	(705) 272-4274
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Hearst

Northern Season Motel

Officer,	M. Mousseau	(705) 362-4358
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Kapuskasing

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Timmins

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435 James Street, South

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Kenora

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K. Pride

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D. Cameron

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Red Lake

242 Howey Street

Officer,

Pat Wallace

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Sioux Lookout

Provincial Building

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Ron Willis

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Ministry of Citizenship and Culture

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Multiculturalism and Citizenship DivisionNative Community Branch

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F. Cornell

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Ministry of Natural ResourcesWhitney Block

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Office of Indian Resource Policy

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Paul Wyatt

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North Central RegionThunder Bay

435 James Street South

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District Land Records OfficesCochrane

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Dryden

Land Records,

David Bean

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Land Records,

Archie Hoshino

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631 Front Street,

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Marcel Jiruiard

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Kapuskasing

6 Government Road

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Nicol Lebrun

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<u>Kenora</u> Land Records,	Richard Vanderbleit	(807) 468-3111
<u>Moosonee</u> Box 190 Land Records,	Bill Hutchinson	(705) 336-2987
<u>Nipigon</u> Land Records		(807) 887-2120
<u>Red Lake</u> Land Records,	Bruce McDonald	(807) 727-2253
<u>Sioux Lookout</u> Land Records,	F.E. Brown	(807) 737-1140

### Federal Agencies and Personnel

#### Department of Indian Affairs and Northern Development

Ontario Regional Headquarters  
55 St. Clair Avenue East  
Toronto

#### Socio-Economic Development

Don Wellstead	(416) 966-6224
Jules Hebert	(416) 966-6224

#### District Offices Socio-Economic Development

<u>Geraldton</u> Superintendent,	Chester Spry	(807) 854-0252
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<u>Moosonee</u> Superintendent,	M. Loucks	(705) 658-4595
Development Officer,	S. Firlotte	(705) 658-4595

<u>Sioux Lookout</u> Superintendent,	W.T. Luchenski	(807) 737-2800
Development Officer,	J.T. Carroll	(807) 737-2800

#### Department of Regional Economic Expansion

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#### Strategic Planning Group

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Private Tourism AssociationsArmstrong Wilderness Outfitters Association

Box 96, Armstrong

President,	Don Plumeridge	(807) 523-2047
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James Bay Frontier Tourism Association

Suite 119-101 Mill Street

Timmins

Secretary,	Dorothy Burnett
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Kenora District Camp Owners Association

Perrault Falls

President,	Bruce Gelter	(807) 529-8231
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Moosonee Tourism Committee

Two Bay Enterprises

Box 280, Moosonee POL 1Y0

President,	Carol Henning
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Nakina Outfitters Association

Box 126, Nakina

President,	Mrs. Millie Bourdignon	(807) 329-5341
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Northern Ontario Tourist Outfitters Association (NOTO)

Box 1140

North Bay

Executive Director,	Roger Liddle	(843) 472-5552
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North of Superior Travel Association (NSTA)

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Thunder Bay

Executive Director,	Dan Fulcher	(807) 344-6659
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Red Lake Publicity Board

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John Goodwillie (807) 727-2258  
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Private Companies and OperatorsCanadian Wilderness Camps and Outfitters Ltd

Box 567, Kenora

President,

Wolf D. Lenhoff (807) 547-2990

Central Canada Tours

2638 Victoria Avenue

Thunder Bay P7C 1E9

President,

Brian Whitefield (807) 622-6637

(Company recently purchased and name changed)

Cochrane Air Services

Box 124

Cochrane POL 1C0

President,

Joe Veverka (705) 272-3268

Bruce Crofts

(Discussion of Whitedog & Grassy Narrows Tourism Planning)

Gabe's Goose Camp

Attawapiskat

POL 2H0

Owner,

Gabriel Spence

Hearst Air Services Ltd

Box 2500

Hearst POL 1N0

Manager,

Mrs. Veilleux (705) 362-8894

Lindbergh's Hunting & Fishing Air Services Ltd

Box 998

Cochrane POL 1C0

Owner,

L. Rogerson (705) 272-4009

Ontario Northland Transportation Commission, Hannah Bay Goose Camp

195 Regina Street

North Bay P1B 8L3

Director Passenger

Services,

R.L. Moore

(For the purposes of this study, it is more suitable to consider this as a private rather than a government operation)

Polar Bear Camp & Outfitters

Box 396

Cochrane POL 1C0

Owner,

S. Konopelky (705) 272-5890

Saganash Outpost Camp  
Kapuskasing  
 Owners,

Don Tailleux (705) 335-3359  
 Ed Szpak (705) 335-3359

Tidewater Goose Camp  
 Box 118  
 Moose Factory POL 1X0  
 Owner,

James Rickard (705) 658-4653

Viking Island Outposts  
 Box 224N  
 Red Lake POV 2M0  
 Owners,

Hugh Carlson (807) 727-2262  
 Art Carlson (807) 727-2262

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## APPENDIX A



# APPENDIX A

## NON-INDIAN TOURIST ACCOMMODATION AND SPORT CAMP FACILITIES IN ONTARIO NORTH OF 50°, 1982

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity					
<u>Cochrane District</u>									
1. <u>Cochrane Air Services</u> Owner, J. Veverka Cochrane		<u>Base Camp</u> Air base at Lillabelle Lake	Uses local motels	35					
		<u>Outpost Camps - 7</u> Audrey Lake Day Lake Grace Lake Kineras Lake Piyagoskogau Lake Rmny Lake Sunday Lake	1 cabin 1 cabin 1 cabin 1 cabin 1 cabin 1 cabin 1 cabin						
		Subtotal	7 cabins		35				
		2. <u>Polar Bear Camps</u> Owner, S. Konopelky Cochrane			<u>Base Camp</u> Cabin at air base at Lillabelle Lake	(1 cabin)	(6)		
					<u>Outpost Camps - 5</u> North of 50° Hopper Lake Lower Serpent Lake Stringer Lake 216-15 (MNR file) 216-30 (MNR file)	1 cabin 1 cabin 1 cabin 1 cabin 1 cabin	20		
					Subtotal	5 cabins	20		
					3. <u>Rogerson Enterprises Ltd.</u> Owner, D. Rogerson North Bay & Cochrane		<u>Base Camp</u> Air base at Lillabelle Lake	Uses local motels	16
							<u>Outpost Camps - 4</u> Bayly Lake Echo Lake Natagami Lake Natagami Lake	1 cabin 1 cabin 1 cabin 1 cabin	
							Subtotal	4 cabins	
		<u>Subtotal Cochrane District</u>							
				<u>Base Camps</u> 0 <u>Outpost Camps</u> <u>Cabin Camps</u> 16	16 cabins	71			

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Dryden District</u></b>				
1. <u>Baron Cedar Lake Lodge</u> Owner, T & S Barons Wadsworth, Illinois	1957	<u>Base Camp</u> Cedar Lake Water Access	9 cottages	40
		<u>Outpost Camps</u>	None	
2. <u>Big Canon Lake Lodge</u> Owner, P. Creason Elmhurst, Illinois		<u>Base Camp</u> Big Canon Lake Air and water access only	12 cottages	35
		<u>Outpost Camps</u>	None	
3. <u>Bob &amp; Lees Cliff Lake Resort</u> Owner, N. Nost Vermilion Bay		<u>Base Camp</u> Cliff Lake	4 cottages	13
		<u>Outpost Camps</u>	None	
4. <u>Bonny Bay Camp</u> Owner, A.B. Ogilvie Dryden		<u>Base Camp</u> Wabigoon Lake East of Dryden, south of 50°	(7 cottages lodge/house camp- ground)	(30)
		<u>Outpost Camps - 2</u>		
		1974 Vaughan Lake	1 cabin	8
		1974 Lynx Lake	1 cabin	8
		Subtotal	2 cabins	16
5. <u>Cartier Lake Canyon</u> Owner, L. Sutton Cofax, Illinois		<u>Base Camp</u> Cartier Lake Was an out-post of North Star Camp until purchased in 1981	3 cabins (log)	15 (est)
		<u>Outpost Camps</u>	None	
6. <u>Cedar Point Resort</u> Owner, K & L Somrock Duluth, Minnesota		<u>Base Camp</u> Cedar Lake	13 cottages	65
		<u>Outpost Camps</u>	None	
7. <u>Don Wright Cottages</u> Owner, Don Wright Dryden		<u>Base Camp</u> Thaddeus Lake	5 cottages	25
		<u>Outpost Camps</u>	None	



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Dryden District Cont'd</u>				
8. <u>El Paso Camp</u> Owner, A. Russel Perrault Falls		<u>Base Camp</u> Wabaskang Lake	5 cottages Trailer park	25 (est)
		<u>Outpost Camps</u>	None	
9. <u>Fallview Camp</u> Owner, R. Elhers Perrault Falls		<u>Base Camp</u> Perrault Falls	5 cottages	20
		<u>Outpost Camps</u>	None	
10. <u>Golden Arrow Camps</u> Owner, D. Moore Cherokee, Iowa		<u>Base Camp</u> Jackfish Lake	8 cottages	38
		<u>Outpost Camps</u>	None	
11. <u>Jim &amp; Gerts Wabaskang Camp</u> Owner, J & G Marose Waukesha, Wisconsin		<u>Base Camp</u> Wabaskang Lake	12 cottages	62
		<u>Outpost Camps</u>	None	
12. <u>Johnson Cedar Lake Camp</u> Owner, C & M Milko Perrault Falls		<u>Base Camp</u> Cedar Lake	10 cabins	35
		<u>Outpost Camps</u>	None	
13. <u>Lost Bay Resort</u> Owner, R. Larsen Perrault Falls		<u>Base Camp</u> Cliff Lake	11 cottages	35
		<u>Outpost Camps</u>	None	
14. <u>Manotoch Lodge</u> Owner, B & B Gethen Perrault Falls		<u>Base Camp</u> Perrault Lake	12 rooms 15 cabins	50
		<u>Outpost Camps</u>	None	
15. <u>Morgan's Wilderness Camp</u> Owner, J & B Morgan Silvis, Illinois		<u>Base Camp</u> Wabaskang Lake	6 cottages	27
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Dryden District Cont'd</u>				
16. <u>North Star Camp</u> Owner, E. Gittings Bloomington, Illinois	1970	<u>Base Camp</u> Clay Lake South shore Hwy-accessible	Motel, 3 units 9 cottages	65
		<u>Outpost Camps - 1</u> Segise Bay, Wabigoon River	1 cabin	5 (est)
17. <u>Northwestern Air Service</u> Owner, Lou Somrock Duluth, Minnesota		<u>Base Camp</u> Cliff Lake	See Cedar Point Resort	
		<u>Outpost Camps</u>	None	
18. <u>Oak Lake Camp</u> Owner, Ben Ratuski Keewatin		<u>Base Camp</u> Oak Lake	See Kenora District	
		<u>Outpost Camps - 1</u> Oak Lake East End	1 cabin	8
19. <u>Onaway Lodge</u> Owner, W & J Bousfield Perrault Falls		<u>Base Camp</u> Lac Seul	8 cottages	40
		<u>Outpost Camps</u>	None	
20. <u>Ord Lake Lodge</u> Owner, M. Sorenson Ogonomowac, Wisconsin		<u>Base Camp</u> Ord Lake	4 cabins	16
		<u>Outpost Camps</u>	None	
21. <u>Parkview Camp</u> Owner, E. Gawley Perrault Falls		<u>Base Camp</u> Wabaskang Lake	8 cottages	32
		<u>Outpost Camps</u>	None	
22. <u>Paradise Lodge</u> Owner, C. Carey Vermilion Bay		<u>Base Camp</u> Bowden Lake	8 cottages 20 campsites unserviced	42
		<u>Outpost Camps</u>	None	
23. <u>Perrault Lake Camp</u> Owner, J & F Tycholis Perrault Falls		<u>Base Camp</u> Perrault Lake	5 cottages 10 campsites	32
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Dryden District Cont'd</u>				
24. <u>Pickereel Creek Camp</u> Owner, L & S Stadnyk Perrault Falls		<u>Base Camp</u> Pickereel Creek	4 cabins 6 campsites	16
		<u>Outpost Camps</u>	None	
25. <u>Rainbow Camp</u> Owner, E.Kellberg Perrault Falls		<u>Base Camp</u> Perrault Falls	8 cottages	32
		<u>Outpost Camps</u>	None	
26. <u>Scout Lake Camp</u> Owner, H. Yoachum Perrault Falls		<u>Base Camp</u> Lac Seul	9 cottages	36
		<u>Outpost Camps</u>	None	
27. <u>Silver Water Wheel Lodge</u> Owner, J. Wood Dryden		<u>Base Camp</u> Lac Seul South shore Not licensed by MNR	3 cabins	15
		<u>Outpost Camps</u>	None	
28. <u>Skyline Camp</u> Owner, B & A Russell Perrault Falls		<u>Base Camp</u> Florence Lake	7 cottages	28
		<u>Outpost Camps</u>	None	
29. <u>Tall Pines Camp</u> Owner, C & N Hubert Perrault Falls		<u>Base Camps</u> Wabaskang Lake	7 cottages Trailer park 13 sites	28
		<u>Outpost Camps</u>	None	
30. <u>Thaddeus Lake Lodge</u> Owner, N & M Ames Dryden		<u>Base Camp</u> Thaddeus Lake Southeast shore	7 cottages Campground 10 units - partial	26
	1972	<u>Outpost Camps - 1</u> Williams Lake	1 cabin	5

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Dryden District Cont'd</u></b>				
31. <u>Timber Point Camp</u> Owner, Chicago, Illinois		<u>Base Camp</u> Aerobus Lake	7 cottages	30
		<u>Outpost Camps</u>	None	
32. <u>Wilderness Air</u> Owner, R. Robinson Vermilion Bay		<u>Base Camp</u> Float plane base Langton Lake NW of Vermilion Bay, S of 50°, No accommodation		
		<u>Outpost Camps - 4</u>		
	1957	Toole Lake	1 cabin	8
	1970	Bridge Lake	1 cabin	8
	1970	Portal Lake	1 cabin	8
	1970	Sup Lake	1 cabin	8
		Subtotal	4 cabins	32
33. <u>Wine Lake Camp</u> Owner, A. Williams Hudson		<u>Base Camp</u> Wine Lake	7 cottages	34
		<u>Outpost Camps - 1</u>		
	1959	Anishinabi Lake	1 cabin	8
34. <u>Wogenstahls Flying Trailer Park</u> Owner, W. Wogenstahl Vermilion Bay		<u>Base Camp</u>	4 cottages 33 campsites	18
		<u>Outpost Camps</u>	None	
<b><u>Subtotal Dryden District</u></b>		<u>Base Camps</u> 30 <u>Campgrounds</u> 7 <u>Outpost Camps</u> 10	238 units 92 sites 10 cabins	975  74
<b><u>Geraldton District</u></b>				
1. <u>Ara Lake Camps</u> Owner, R. Fayle Jellicoe & Beardmore		<u>Base Camp</u> Ara Lake	5 log cottages	26
		<u>Outpost Camps - 4</u>		
	1967	Abamasagi Lake	1 cabin	4
	1973	Peninsular Lake	1 cabin	6
	1976	Studd Lake	1 cabin	6
	1977	Miska Lake	1 cabin	6
		Subtotal	4 cabins	22



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Geraldton District Cont'd</b>				
2. <u>Aroland Tourist Outfitters</u> Owner, J. Therrault Nakina		<u>Base Camp</u>	None	
	1977	<u>Outpost Camps - 2</u> Melchett Lake	1 cabin	4
	1978	Nass Lake	1 cabin	6
		Subtotal	2 cabins	10
3. <u>Cedar Shores Resort &amp; Wilderness Camps</u> (a division of Kyro's Albany River Airways) Owner, J. Kyro Jellicoe & Thunder Bay		<u>Base Camp</u> Cedar Shores Motel Rolland Lake, Jellicoe	10 units	55
	1966	<u>Outpost Camps - 12</u> Albany River	1 tent camp	4
	1969	Ogoki Lake (west end)	2 cabins	13
	1972	Berger Lake	1 cabin	4
	1973	Esser Lake	1 cabin	6
	1974	Burness Lake	1 cabin	5
	1975	Glaze Lake	1 tent camp	6
	1975	Makoki Lake	1 cabin	4
	1975	Spurge Lake	1 cabin	4
	1975	Wayner Lake	1 cabin	4
	1976	Ogoki Lake (north end)	1 cabin	7
	1977	Ogoki Lake	1 cabin	8
	-	Goodliff Lake	1 tent camp	4
		Subtotal	10 cabins 3 tent camps	55 14
4. <u>Colimar Lodge</u> Owner, C. Doucette Jellicoe		<u>Base Camp</u> Blackwater Lake, Jellicoe	6 cabins	30
	1966	<u>Outpost Camps - 1</u> Stone Lake	2 cabins	8
5. <u>Central Air Transport</u> Owner, A. Swartman Sioux Lookout		<u>Base Camp</u> Air base in Sioux Lookout		
	1968	<u>Outpost Camps - 1</u> Troutfly Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Geraldton District Cont'd</u>				
6. <u>Delawana Cabins</u> Owner,		<u>Base Camp</u> Lower Twin Lake	5 cabins	25 (est)
		<u>Outpost Camps</u>	None	
7. <u>Esnagami Lodge</u> Owner, W & J Golder Nakina		<u>Base Camp</u> Esnagami Lake	6 log cabins	30
		<u>Outpost Camps - 6</u>		
	1970	Merkley Lake	2 cabins	6
	1973	Dusey Lake	1 cabin	6
	1976	Faircloth Lake	1 cabin	4
	1980	Colpitts Creek	1 tent camp	4
		Crayon Lake	1 cabin	2
		Hartley Lake	1 tent camp	4
		Subtotal	5 cabins 2 tent camps	18 8
8. <u>Evergreen Country</u> <u>Outfitters Ltd.</u> Owner, Kathleen McNabb Geraldton		<u>Base Camp</u>	None	
		<u>Outpost Camps - 2</u>		
	1977	Creel Lake	undeveloped	-
	1977	Melchett Lake	1 cabin	6
	1977	Opichuan River	1 cabin	6
		Subtotal	2 cabins	12
9. <u>Huron Air &amp; Outfitters</u> Owner, E. Nicholl Armstrong		<u>Base Camp</u> Air base on Mackenzie Lake		
		<u>Outpost Camps - 2</u>		
	1974	Morden Lake	1 tent camp	4
	1978	Shabuskwia Lake	2 log cabins	10
		Subtotal	2 cabins 1 tent camp	10 4
10. <u>Kyro's Albany River</u> <u>Airways</u> Owner, J. Kyro Jellicoe & Thunder Bay		<u>Base Camps</u> See Cedar Shores Motel, Rolland Lake, Jellicoe		
		<u>Outpost Camps - 10</u>		
	1961	Meta Lake	1 cabin (rebuilt)	6
	1961	Ara Lake	3 cabins	18
	1966	Kapikatongwa Lake	1 cabin	8

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Geraldton District Cont'd</b>				
10. <u>Kyro's Albany River Airways Continued</u>		<u>Outpost Camps - 10</u>		
	1970	Ara Lake	1 cabin	10
	1970	Farrell Lake	1 cabin	4
	1972	Stone Lake	2 cabins	10
	1973	Meta Lake	1 cabin	4
	1974	Hurst Lake	1 cabin	4
	1974	Marshall Lake	1 cabin	6
	1976	Attwood Lake	1 cabin	8
		Subtotal	13 cabins	78
11. <u>Leuenberger Air Service</u> Owner, R. Leuenberger Nakina		<u>Base Camp</u> Cordingley Lake	10 cottages	50
		<u>Outpost Camps - 9</u>		
	1966	Dusey Lake	1 cabin	5
	1966	Muskrat Lake	1 cabin	6
	1969	Rhuda Lake	1 tent camp	6
	1971	Harrogate Lake	1 cabin	6
	1975	Abazotikichuan	1 cabin	6
	1975	Croney Lake	1 tent camp	4
	1975	Elbow (Lingman) Lake	1 cabin	6
	1975	Thornbury Lake	1 tent camp	4
	1978	Muslin Creek	1 cabin	6
		Subtotal	6 cabins 3 tent camps	35 14
		<u>Base Camp</u> Float plane base, Manitou Lake		
		<u>Outpost Camps - 1</u> Androsau Lake	1 tent camp	4
12. <u>Man-Air Service Ltd.</u> Owner, Ron Pellinen Manitouwadge				
		<u>Base Camp</u> Marshall Lake	5 cabins	30
		<u>Outpost Camps</u>	None	
13. <u>Marshall Lake Resort</u> Owner, R. McKay Nakina				
		<u>Base Camp</u> Meta Lake	7 cabins	40
		<u>Outpost Camps</u>	None	
14. <u>Meta Lake Lodge</u> Owner, N. Harmon Northwood, Ohio				
		<u>Base Camp</u> Meta Lake	7 cabins	40
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Geraldton District Cont'd</b>				
15. <u>Miminiska Sportsmans Lodge</u> Owner, W.M. Robertson		<u>Base Camp</u> Miminiska Lake North of Albany River	9 cottages Lodge	45
		<u>Outpost Camps</u>	None	
16. <u>Nakina Outpost Camps</u> Owner, D & M Bourdignon Nakina		<u>Base Camp</u> Cordingley Lake	10 cottages	50
		<u>Outpost Camps - 17</u>		
	1973	Guerin Lake	1 cabin	4
	1973	Hartley Lake	1 cabin	6
	1973	Hurst Lake	1 cabin	6
	1973	Makokibatan Lake	2 cabins	14
	1973	Studd Lake	Undeveloped	-
	1973	Tennant Lake	1 cabin	4
	1975	Abazotikichuan Lake	1 cabin	6
	1977	Ankcorn Lake	1 cabin	3
	1977	Attwood Lake	1 cabin	10
	1977	Auger Lake	1 cabin	4
	1977	Shabushkiwia Lake	Undeveloped	-
	1978	Opichuan Lake	1 cabin	6
	1981	Bellsmith Lake	1 cabin	3
		Box Lake Haswick Lake Silves Lake Struk Lake Thurman Lake Tyler Lake	Moose hunt- ing tent camps, 4- man capa- city, not operated every year, may let land use permit expire.	
		Subtotal	12 cabins 6 tent camps	66 24
17. <u>Northern Lakes Outfitters</u> Owner, Eino Peterson Nakina		<u>Base Camp</u> Abamasagi Lake Hwy 584 access	7 cottages	45
		<u>Outpost Camps - 14</u>		
	1970	Abamasagi Lake	2 cabins	10
	1971	Opichuan River	1 tent camp	4
	1972	Dusey Lake	1 cabin	5
	1972	Kayeden Lake	1 cabin	4
	1973	Teabeau Lake	1 cabin	4
	1975	Hebner lake	1 cabin	4



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Geraldton District Cont'd</u></b>				
17. <u>Northern Lakes Outfitters</u> Continued	1975	<u>Outpost Camps</u> - 14		
		Patience Lake	1 cabin	4
	1980	Amy Falls		
		Bury Lake		
		Jardine Lake	Tent frame	
		Lake south of Amy Falls	moose hunt-	28
		Lake east of Amy Falls	ing camps	
		Luella Lake		
		Thornbury Lake		
		Komashikoba Lake		
		Subtotal	7 cabins 8 tent camps	31 32
18. <u>Northland Outfitters</u> Owner, H. Mackie Nakina		<u>Base Camp</u>	None	
		<u>Outpost Camps</u> - 2		
		2 camps	2 cabins	14
19. <u>Northern Waters Fly-In Outfitters</u> Owner, D. Johnston Jellicoe & Thunder Bay	1976	<u>Base Camp</u>	None	
		<u>Outpost Camps</u> - 1		
		Felsea Lake	1 cabin	4
	20. <u>O'Sullivan Lake Outfitters</u> Owner, A. Lingman Nakina		<u>Base Camp</u>	
		O'Sullivan Lake, Anaconda Mine Rd	5 cottages	20
		<u>Outpost Camps</u> - 3		
1964		Abamasagi Lake	1 cabin	4
1970		Stinger Lake	1 cabin	6
1981		Two Mile Lake	1 cabin	5
		Subtotal	3 cabins	15
21. <u>O'Sullivan Lake Resort</u> Owner, A. Booth Nakina & Thunder Bay		<u>Base Camp</u>		
		O'Sullivan Lake Hwy 643 NW of Nakina	6 cottages	24
		<u>Outpost Camps</u> - 2		
	1966	Abamasagi Lake	1 cabin	6
	1968	O'Sullivan Lake	1 cabin	4
		Subtotal	2 cabins	10

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Geraldton District Cont'd</b>				
22. <u>Shores Motel</u> Owner,		<u>Base Camp</u> Cordingley Lake	12 units 3 cottages	75 (est)
		<u>Outpost Camps</u>	None	
23. <u>Sportsmen's Outfitting</u> Owner, Warren Smith Armstrong		<u>Base Camp</u> Caribou Lake	5 cottages	30
In 1981 these outpost camps were posted for seizure under receivership.	1973	<u>Outpost Camps - 3</u> Attwood Lake	1 cabin	9
	1976	Weese Lake	1 cabin	10
	1978	Musgrave Lake	1 cabin	4
		Ficht Lake	Undeveloped	
		Subtotal	3 cabins	23
24. <u>Twin Lake Outfitters &amp; Wilderness Camps</u> Owner, W. Popock Nakina		<u>Base Camp</u> Drive-in on Twin Lake, Nakina	5 cabins Trailer park 20 unserviced units	25
		<u>Outpost Camps</u>	None	
25. <u>Tyler Lake Camps</u> Owner, Keith Chapple		<u>Base Camp</u> Tyler Lake	1 cabin Storage building	10
		<u>Outpost Camps</u>	None	
26. <u>Wings North Fly-In Outfitters</u> Owner, A. Booth Nakina & Thunder Bay		<u>Base Camp</u>	(See O'Sullivan Lake Resort)	
		<u>Outpost Camps - 12</u>		
	1976	Ogoki River	1 cabin	6
	1977	Balson Lake	1 cabin	4
	1977	Ogoki River	1 cabin	4
	1978	Harvey Lake	2 cabins	8
	1980	Runham Lake	1 cabin	6
	1980	Collver Lake	Moose hunting camps,	
	1981	Ogoki River	4-man capacity, may not operate every year, may have let land use permit expire.	28
		Amy Falls		
		Brandon Lake		
		Ogoki Lake		
		Runham Lake		
		Wagner Lake		
		Subtotal	6 cabins 7 tent camps	28 28

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Geraldton District Cont'd</b>				
27. <u>Wilderness Outfitters</u> Owner, R. Leuenberger Nakina		<u>Base Camp</u>	(See Leuenberger Air Service)	
		<u>Outpost Camps - 9</u>		
	1965	Whitefish Lake	1 cabin	6
	1966	Jemar Lake	1 cabin	4
	1966	Jungfrau Lake	1 cabin	6
	1967	Percy Lake	1 cabin	4
	1967	Samuelson Lake	1 cabin	4
	1969	Kapikatangwa Lake	1 cabin	8
	1969	Kellow Lake	1 cabin	6
	1970	Whittle Lake	1 cabin	4
	1971	Kayedon Lake	2 cabins	12
		Subtotal	10 cabins	54
28. <u>Wildgoose Lake Tourist Outfitters</u> Owner, G. Klinge & Sons Ltd. Geraldton		<u>Base Camp</u>	None	
	1972	<u>Outpost Camps - 1</u> Springwater Lake	1 cabin	4
29. <u>Winkelmanns Camp Ltd.</u> (Albany River Outpost Camps) Owner, L. Winkelmann Nakina & Sault Ste. Marie		<u>Base Camp</u> Makokibatan Lake South bank of Albany River	6 log cabins	36
	1972	<u>Outpost Camps - 1</u> Washi Lake	1 cabin	8
30. <u>Wintering Lake Resort</u> Owner, R. Westover Geraldton		<u>Base Camp</u> Carsby Lake South of 50°	(4 cottages)	(25)
		<u>Outpost Camps - 1</u> Quantz Lake	Converting a tent camp	6 (est)
<b>Subtotal Geraldton District</b>		<u>Base Camps</u> 18	123 units	646
		<u>Outpost Camps</u> 116		
		Cabin Camps 84	95 cabins	511
		Tent Camps 32		134
<b>Hearst District</b>		No Developments North of 50°		

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Ignace District</u>				
1. <u>Anglers Cove</u> Owner, Leon Orrender USA		<u>Base Camp</u>	Campground, 10 sites Hobby oper- ation	
		<u>Outpost Camps</u>	None	
2. <u>Camp Asgard</u> Owner,		<u>Base Camp</u> Sturgeon Lake	6 cottages Campground, 10 sites	30
		<u>Outpost Camps</u>	None	
3. <u>Camp MisheNahma</u> Owner, L & M Kuhn Savant Lake		<u>Base Camp</u> Sturgeon Lake	4 cabins	24
		<u>Outpost Camps</u>	None	
4. <u>Cobb Bay Camp</u> Owner, F. Ferguson & S. Cody Savant Lake		<u>Base Camp</u> Sturgeon Lake	5 cabins	28
		<u>Outpost Camps - 1</u> Vista Lake	1 cabin	5
5. <u>Four Winds Motor Hotel</u> Owner, D. Mousseau Savant Lake		<u>Base Camp</u> Savant Lake	20 units	40
		<u>Outpost Camps</u>	None	
6. <u>Marie's Bay Camp</u> Owner, C. Metz Thunder Bay		<u>Base Camp</u> Sturgeon Lake	5 cottages	30
		<u>Outpost Camps</u>	None	
7. <u>Seseganaga Wilderness</u> <u>Lodge</u> Owner, Sheppard USA		<u>Base Camp</u> Seseganaga Lake	4 cabins	22
		<u>Outpost Camps</u>	None	
8. <u>Ten Mile Lake Camp</u> Owner, Wisconsin, USA		<u>Base Camp</u> Ten Mile Lake	3 cottages	22
		<u>Outpost Camps - 1</u> Seseganaga Lake	1 cabin	6



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Ignace District Cont'd</u></b>				
9. <u>White Sands Camp</u> Owner, H & S Johnstone Savant Lake		Base Camp Sturgeon Lake Open 12 months Ice fishing, cross country skiing  Outpost Camps	7 cabins Lodge  None	43
<b><u>Subtotal Ignace District</u></b>				
		Base Camps 9 Campgrounds 2 Outpost Camps 2 Cabin Camps 2	54 units 20 sites  2 cabins	239   11
<b><u>Kapuskasing District</u></b>				
1. <u>Frontier Air Service</u> Owner, Rheal Gosselin Hearst		Base Camp Calstock Air Base Calstock  Outpost Camps - 1 McLeister Lake	   1 cabin	   6
2. <u>Hearst Air Services Ltd.</u> Owner, Rheal Gosselin Hearst		Base Camp Calstock Air Base Calstock  Outpost Camps - 1 Mattison Lake	   2 tents	   4
<b><u>Subtotal Kapuskasing District</u></b>				
		Base Camps- None Outpost Camps 2 Cabin Camps 1 Tent Camps 1	  1 cabin 2 tents	  6 4
<b><u>Kenora District</u></b>				
1. <u>Bay View Lodge</u> Owner, Lomans Kenora		Base Camp Winnipeg River  Outpost Camps - 4 Claire Lake Rodger Lake Trapline Lake Salveston Lake	7 cottages  4 cabins	45  40

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Kenora District Cont'd</u></b>				
2. <u>Beaver House Lodge</u> Owner, R. McNally Winnipeg, Manitoba		<u>Base Camp</u>	2 cottages 12 campsites	10
		<u>Outpost Camps</u>	None	
3. <u>Big North Lodge</u> Owner, A. Rheault Minaki		<u>Base Camp</u> Gun Lake	4 cottages Lodge	26
		<u>Outpost Camps</u>	None	
4. <u>Black Bear Portage</u> Owner, H. Seefield Minaki		<u>Base Camp</u> Roughrock Lake	4 cottages	16
		<u>Outpost Camps</u>	None	
5. <u>Black Island Resort</u> Owner, R. Martin & Sons Minaki		<u>Base Camp</u> Minaki	13 cabins	22
		<u>Outpost Camps</u>	None	
6. <u>Caribou Falls Lodge</u> Owner, D. Ackerman Minaki		<u>Base Camp</u> Winnipeg River	9 cottages Lodge	30
		<u>Outpost Camps</u> - 3 Dowswell Lake East Trapline Lake Unnamed Lake	3 cabins	15 (est)
7. <u>Cygnett Lake Timber Park</u> Owner, W. Demkier USA		<u>Base Camp</u> Cygnett Lake	30 serviced, 10 unserviced sites	
		<u>Outpost Camps</u>	None	
8. <u>Delaney Lake Lodge</u> Owner, B. Wildwand Kenora		<u>Base Camp</u> Delaney Lake	8 cottages Lodge	28
		<u>Outpost Camps</u>	None	
9. <u>Fletcher Lake Lodge</u> Owner, D. Simpson Kenora		<u>Base Camp</u> Fletcher Lake	5 cabins	32
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Kenora District Cont'd</u></b>				
10. <u>Grassy Lodge</u> Owner, D. McLeod et al Keewatin		<u>Base Camp</u>	3 cottages	12
		Grassy Narrows area	Lodge, 6 rooms	13 25
		<u>Outpost Camps</u>	None	
11. <u>Holst Point</u> Owner, Minaki Develop- ment Co. Ltd., Pro- vince of Ontario (Part of Minaki redev- elopment)		<u>Base Camp</u>	Lodge, 10 rooms	21
		Minaki	9 cottages	61 82
		<u>Outpost Camps</u>	None	
12. <u>Kastners Camp</u> Owner, M. L. Kastner Minaki		<u>Base Camp</u>	5 cabins	31
		<u>Outpost Camps</u>	None	
13. <u>KCR Main Camp</u> Owner, L. Castle Hartman, Wisconsin		<u>Base Camp</u>	11 cottages Lodge	50
		<u>Outpost Camps - 1</u> Snowshoe Lake	1 cabin	5
14. <u>KCR Landing</u> Owner, R. Castle Hartman, Wisconsin		<u>Base Camp</u>	4 cabins Campground	30
		Also a base for access to main camp on island		
		<u>Outpost Camps</u>	None	
15. <u>Little Beaver Lodge</u> Owner, B. Leman Ear Falls		<u>Base Camp</u>	7 cottages	35
		Grassy Narrows Lake		
		<u>Outpost Camps - 9</u> Bertha Lake Borden Lake Ellis Lake Madder's Lake Maynard Lake O'Keese Lake Ruddy Lake Scenic Lake Willis Lake	9 cabins	54

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Kenora District Cont'd</u></b>				
16. <u>Maynard Lake Lodge</u> Owner, W. McCord Topeka, Kansas		<u>Base Camp</u> Maynard Lake	8 cottages Lodge	40
		<u>Outpost Camps</u>	None	
17. <u>Rough Rock Lodge</u> Owner, J. Hazelett Blue Grass, Iowa		<u>Base Camp</u> Roughrock Lake	6 cottages	26
		<u>Outpost Camps</u>	None	
18. <u>Rosies Tavern and Restaurant</u> Owner, R. Idsellies Minaki		<u>Base Camp</u> Minaki campground	3 cottages 14 serviced, 10 unserv- iced sites	26
		<u>Outpost Camps</u>	None	
19. <u>Sand Lake Camp</u> Owner, H. Schwertfeger Kenora		<u>Base Camp</u> Sand Lake	9 cottages	27
		<u>Outpost Camps</u>	None	
20. <u>Separation Lake Camp</u> Owner, N. Walsten & L. Compton Kenora		<u>Base Camp</u> Separation Lake	17 cottages Lodge	54
		<u>Outpost Camps</u>	None	
21. <u>Tetu Lodge</u> Owner, W. Kozak Kenora		<u>Base Camp</u> Tetu Lake - Winni- peg River System	7 cottages Lodge	35
		<u>Outpost Camps - 6</u>		
		Alexander Lake	1 cabin	4
		Halley Bay	1 cabin	6
		Margott Lake	1 cabin	4
		Moosehorn Lake	1 cabin	4
		Scenic Lake	1 cabin	6
		Sylvan Lake	1 cabin	6
		Subtotal	6 cabins	30
<b><u>Subtotal Kenora District</u></b>				
		<u>Base Camps</u> 20	157	670
		Campgrounds 3	76	
		<u>Outpost Camps</u>		
		Cabin Camps 23	23	144



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Moosonee District</u></b>				
1. <u>Hannah Bay Goose Camp</u>		INCLUDED IN LIST OF INDIAN FACILITIES		
2. <u>Moosonee Lodge</u> Owner, W. Fuller Mississauga		<u>Base Camp</u> Hotel in Moosonee operated in summer season.	18 rooms	40
<b>Subtotal Moosonee District</b>		Base Camps 1	18 rooms	40
<b><u>Nipigon District</u></b>				
1. <u>Alantonio Outfitters</u> Owner, A. Small Sioux Lookout		<u>Base Camp</u>	See Sioux Lookout District	
	1970	<u>Outpost Camps - 1</u> Baldhead Lake Near Jacobs on CNR line	1 cabin	6
2. <u>Angi Lawrence's Camp</u> Owner,		<u>Base Camp</u> Little Caribou Lake 5 km NW of Armstrong	No data, not licensed by MTR	
		<u>Outpost Camps</u>	None	
3. <u>Bearpaw Lodge</u> Owner,		<u>Base Camp</u> Caribou Lake	No data, not licensed by MTR	
		<u>Outpost Camps</u>	None	
4. <u>Camp Caribou Company</u> Owner, W. Ferring, Jr. Armstrong, & A. Nuttal, Hurkett		<u>Base Camp</u> Caribou Lake	2 cottages	10
	1972	<u>Outpost Camps - 5</u> Pickett Lake	1 tent camp	4
	1973	Whitewater Lake	2 cabins	10
	1975	Ogoki River	1 cabin	6
	1975	Whitewater Lake	3 cabins	8
	1977	Whiteclay Lake	2 cabins	8
		Subtotal	8 cabins 1 tent camp	32 4

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Nipigon District Cont'd</u></b>				
5. <u>Canoes North Outfitter</u> Owner, R. Ahlin Armstrong	1980	<u>Base Camp</u>  <u>Outpost Camps - 1</u> Linklater Lake Near Armstrong A canoe package operated from here	None  1 tent camp	4
6. <u>Cedar Shores Resort and Wilderness Camps Limited</u> Owner, D. Kyro Jellicoe	1966 1969	<u>Base Camp</u> Jellicoe  <u>Outpost Camps - 2</u> Oboshkegon Lake Onaman Lake	See Geraldton District  1 cabin 1 cabin	6 8
		Subtotal	2 cabins	14
7. <u>Colimar Lodge</u> Owner, C. Doucette Jellicoe	1966 1969 1972 1975	<u>Base Camp</u> Jellicoe  <u>Outpost Camps - 4</u> Mahamo Lake D'Osonnens Lake Gzowski Lake Cerulean Lake	See Geraldton District  1 cabin 2 cabins 1 cabin 1 cabin	8 6 8 6
		Subtotal	5 cabins	28
8. <u>Esnagami Lodge</u> Owner, B & J Golder Nakina	1975	<u>Base Camp</u> Esnagami Lake  <u>Outpost Camps - 1</u> Kagianagami Lake	See Geraldton District  2 cabins	10
9. <u>Evergreen Country Outfitters</u> Owner, K. McNabb Geraldton	1977	<u>Base Camp</u>  <u>Outpost Camps - 1</u> New camp	None  1 cabin	6
10. <u>Ferrexco Enterprises Ltd.</u> Owner, W. Ferring Jr, Armstrong		<u>Base Camp</u> Caribou Lake Lodge	5 cottages	25

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Nipigon District Cont'd</u>				
10. <u>Ferrexco Enterprises Ltd.</u> Continued	1979	<u>Outpost Camps - 3</u> Mojikit Lake	1 cabin	8
	1979	Ogoki Reservoir	1 cabin	8
	1979	Wabakim Lake	1 cabin	4
		Subtotal	3 cabins	20
11. <u>Ferring Enterprises Ltd.</u> Owner, W. Ferring, Sr. Armstrong		<u>Base Camp</u> Mattice Lake south of Armstrong	6 cottages	30
		<u>Outpost Camps - 5</u>		
	1971	Oliver Lake	1 tent camp	5
	1972	Ogoki Reservoir	2 cabins	10
	1975	Granite Lake	1 cabin	6
	1975	Kenoji Lake	1 tent camp	10
	1975	Mojikit Channel	2 cabins	10
		Subtotal	5 cabins 2 tent camps	26 15
12. <u>Huron Air Outfitters</u> Owner, E. Nicol Armstrong		<u>Base Camp</u> Air Base at McKenzie Lake South of Armstrong		
		<u>Outpost Camps - 6</u>		
	1970	Moonshine Lake	1 cabin	4
	1971	Kenakskanis Lake	1 cabin	4
	1972	Whiteclay Lake	1 cabin	8
	1974	Allard Lake	1 tent camp	4
	1976	Smoothrock Lake	1 cabin	10
	1977	Ogoki Reservoir	1 tent camp	4
		Subtotal	4 cabins 2 tent camps	26 8
13. <u>Ignace Airways Ltd.</u> Owner, R. Dowhy		<u>Base Camp</u> Air base, Ignace		
		<u>Outpost Camps - 4</u>		
	1976	Burntrock Lake	1 cabin	4
	1976	Lenoury Lake	1 cabin	4
	1976	Redman lake	1 cabin	4
	1976	Scragg Lake	1 cabin	4
		Subtotal	4 cabins	16

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Nipigon District Cont'd</u></b>				
14. <u>Kyros Albany River Ltd.</u> Owner, J. Kyro Jellicoe	1975	<u>Base Camp</u> Air base at Jellicoe  <u>Outpost Camps - 1</u> Little Stone Lake	1 cabin	4
15. <u>Leuenberger Air Services</u> Owner, R. Leuenberger Nakina	1976	<u>Base Camp</u> Cordingley Lake south of Armstrong  <u>Outpost Camps - 1</u> Kagianagami Lake	See Gerald- ton District  2 cabins	10
16. <u>Nakina Outpost Camps</u> Owner, D & M Bourdignon Nakina	1976	<u>Base Camp</u> Cordingley Lake  <u>Outpost Camps - 1</u> Van Poole Lake	See Gerald- ton District  1 cabin	6
17. <u>North Star Lodge</u> Owner, J. Tenant Sioux Lookout	1972	<u>Base Camp</u>  <u>Outpost Camps - 1</u> Tempest Lake	None  1 cabin	6
18. <u>Northern Lake Outfitters</u> Owner, E. Petersen Nakina	1973 1976 1981	<u>Base Camp</u> Amamasagi Lake  <u>Outpost Camps - 3</u> Kagianagami Lake Ogoki Reserve Ogoki Reservoir	See Gerald- ton District  1 cabin 1 cabin 1 cabin	6 4 6
		Subtotal	3 cabins	16
19. <u>Northern Waters Fly-In Outfitters</u> Owner, D.K. Johnson Thunder Bay	1977	<u>Base Camp</u>  <u>Outpost Camps - 1</u> North Lamarrine Lake	None  1 cabin	4
20. <u>Northern Wilderness Outfitters</u> Owner, T. Davis Fort Frances	1973	<u>Base Camp</u>  <u>Outpost Camps - 1</u> Wubakin Lake	None  1 cabin	9



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Nipigon District Cont'd</u></b>				
21. <u>Obongo Cottages</u> Owner, V. Lawrence Armstrong	1970	Base Camp Obongo Lake (burned in 1980)	8 cottages	48
		Outpost Camps - 1 Survey Lake	1 cabin	4
22. <u>Rinas Camp</u> Owner, E. Rinas Fort Frances	1961	Base Camp	None	
		Outpost Camps - 1 Alderidge Lake	1 cabin	6
23. <u>Rusty Myers Flying Service</u> Owner, E.R. Myers Fort Frances and Savant Lake	1968 1970 1972 1972	Base Camp Air Base at Fort Frances		
		Outpost Camps - 4 Granite Lake	1 cabin	8
		Wabahimi Lake	1 cabin	8
		Brennan Lake	1 cabin	5
		Grayson Lake	1 cabin	8
		Subtotal	4 cabins	29
24. <u>Sportsmans Outfitting</u> <u>Air Charter</u> Owner, R & N Small Nakina	1970 1970 1971 1971 1972 1972 1972 1973 1973 1975	Base Camp Smooth Rock Lake Lodge Operates out of Armstrong- Mackenzie Lake plane base	7 cottages	40
		Outpost Camps - 10 Elf Lake	1 tent camp	6
		Zigzag Lake	2 cabins	7
		Grayson Lake	1 tent camp	6
		Ratte Lake	1 cabin	4
		Butland Lake	1 tent camp	4
		Funger Lake	1 tent camp	4
		Whiteclay Lake	1 cabin	8
		Omdahl Lake	1 tent camp	4
		Sandison Lake	1 cabin	4
		Smoothrock Lake	1 cabin	8
		Subtotal	6 cabins 5 tent camps	31 24
25. <u>Waweig Lake Outfitters</u> Owner, D. Plumeridge Armstrong & Thunder Bay		Base Camp Waweig Lake on highway south of Armstrong	3 cabins	15

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Nipigon District Cont'd</u>				
25. <u>Waweig Lake Outfitters</u> Owner, D. Plumeridge Continued	1973 1973 1975 1978 1978 1979 1979 1980 1980	<u>Outpost Camps - 9</u> Dawn Lake Whitewater Lake Dalton Lake Aino Lake Maggotte Lake McKinley Lake Montcreif Lake Arrill Lake Mojikit Lake	1 cabin 1 cabin 1 cabin 1 cabin 1 tent camp 1 cabin 1 cabin 1 cabin 1 cabin	8 6 6 4 4 2 2 2 6
		Subtotal	8 cabins 1 tent camp	36 4
26. <u>Whitewater Lodge</u> Owner, J. Belenduke Oshawa		<u>Base Camp</u> Whitewater Lake  <u>Outpost Camps</u>	4 cottages  None	22
27. <u>Wildwater Expeditions</u> Owner, Bruce Hyers Thunder Bay		<u>Base Camp</u> Shawanabis Lake  <u>Outpost Camps</u>	  None	
28. <u>Windfall Lake Camp</u> Owner, A.J. Latto Emo	1981	<u>Base Camp</u>  <u>Outpost Camps - 1</u> Windfall Lake	None  1 cabin(est) Under construction in 1981	6 (est)
Subtotal <u>Nipigon District</u>		<u>Base Camps</u> 7 <u>Outpost Camps</u> 68 Cabin Camps 56 Tent Camps 12	35 units  66 cabins	190  351 59
<u>Red Lake District</u>				
1. <u>Bellock's Stone Lake Camp</u> Owner, H & G Bellock Lunbard, Illinois		<u>Base Camp</u> Stone Lake  <u>Outpost Camps</u>	6 cottages  None	24
2. <u>Big Hook Wilderness Camp Ltd.</u> Owner, c/o T. Brotherston New Berlin, Wisconsin		<u>Base Camp</u> North of Sandy Lake  <u>Outpost Camps - 6</u> 2 camps, 8-cap. 4 camps, 10-cap.	2 cabins  6 cabins	22  16 40 56

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Red Lake District Cont'd</u>				
3. <u>Birch Lake Lodge Holdings Ltd.</u> Owner, c/o W.C. Rogers Winnipeg		<u>Base Camp</u> Birch Lake	5 cottages 1 lodge	24 32 <u>56</u>
		<u>Outpost Camps</u>	None	
4. <u>Birch Point Camp (Nungesser) Ltd.</u> Owner, c/o G.E. Green Red Lake		<u>Base Camp</u> Nungesser Lake	11 cabins	55
		<u>Outpost Camps</u>	None	
5. <u>Black Bear Portage Camps</u> Owner, c/o Hans Seefield Minaki		<u>Base Camp</u> Rough Rock Lake	See Kenora District	
		<u>Outpost Camps - 1</u> Not operated for 3 years	1 cabin	6
6. <u>Booi's Wilderness Lodge</u> Owner, R. Booi Red Lake		<u>Base Camp</u> Trout Lake	9 cabins	48
		<u>Outpost Camps - 1</u> Joyce Lake	1 cabin	4
7. <u>Boulder Lodge</u> Owner, M. McFayden Fort Frances		<u>Base Camp</u> Pipestone Lake, Nestor Falls area	(6 cabins)	(30)
		<u>Outpost Camps - 4</u>	4 cabins	28
8. <u>Bow Narrows Camp</u> Owner, c/o D.Boughman Mentor, Ohio		<u>Base Camp</u> Pipestone Bay, Red Lake	7 cabins	28
		<u>Outpost Camps</u>	None	
9. <u>Bucklers Golden Fawn</u> Owner, B & J Buckler Ear Falls		<u>Base Camp</u> Lac Seul	7 cabins	28
		<u>Outpost Camps</u>	None	
10. <u>Bull Moose Camps</u> Owner, c/o Mr. Metzner Red Lake (Part American owned, has a lodge on Crow Lake, Nestor Falls)		<u>Base Camp</u> Crow Lake, Nestor Falls	(9 cottages)	(45)
		<u>Outpost Camps - 1</u> Upper Goose Lake	1 cabin	8

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
11. <u>Camps of Neverown</u> Owner, F.S. Szeder Emo		<u>Base Camp</u> Emo		
		<u>Outpost Camps - 1</u>	1 cabin	4
12. <u>Camp Wenasaga</u> Owner, H. Bates Ear Falls		<u>Base Camp</u> Wenasaga Lake	10 campsites 6 cottages	30
		<u>Outpost Camps</u>	None	
13. <u>Canada North Lodge</u> Owner, c/o Mike Hoffman Effingham, Illinois		<u>Base Camp</u> Little Bear Lake	7 cabins	35
		<u>Outpost Camps - 3</u>	4 cabins	20
14. <u>Canadian Fly In</u> <u>Fishing Co. Ltd.</u> Owner, J. Thomas DePlanes, Illinois & Dallas, Texas		<u>Base Camp</u> Office and air base at Red Lake		
		<u>Outpost Camps - 9</u>		
		Job Lake	1 cabin	5
		Murdock Lake	1 tent camp	5
		Murdock Lake	1 tent camp	5
		Robert Lake	1 cabin	5
		Thicketwood Lake	1 cabin	5
		Wagon Lake	1 cabin	5
		Three of above	1 cabin	5
		lakes have 2-	1 cabin	5
		cabin camps	1 cabin	5
		<b>Subtotal</b>	7 cabins 2 tent camps	35 10
15. <u>Carroll Lake Hunting and Fishing</u> Owner, L. Everett North Maples, Minnesota		<u>Base Camp</u> Carrol Lake	4 cottages	18
		<u>Outpost Camps - 1</u>	1 cabin	8
16. <u>Cat Island Lodge</u> <u>Company Ltd</u> Owner, c/o R. Johnson Smithville, Ohio		<u>Base Camp</u> Trout Lake	10 cabins Lodge	40
		<u>Outpost Camps</u>	None	



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
17. <u>Chimo Lodge</u> Owner, c/o Peter Hogedorn Red Lake		<u>Base Camp</u> Rodorlich Lake	Lodge 4 cabins	20
		<u>Outpost Camps - 4</u>	4 cabins	22
18. <u>Collette's Camps and Stores</u> Owner, A & L Collette Ear Falls		<u>Base Camps</u> Collette's Lac Seul Camp Goldpines area Collette's Bluffy Lake Camp	6 cabins 5 cottages	45
		<u>Outpost Camps</u>	None	
19. <u>Cook's Camp</u> Owner, E. Cook Rowan, Iowa	1956	<u>Base Camp</u> Two Island Lake Campground	6 cottages 10 serviced sites	48
		<u>Outpost Camps</u>	None	
20. <u>Echo Lake Lodge</u> Owner, Tom Faess Red Lake		<u>Base Camp</u> Echo Lake	6 cottages	20
		<u>Outpost Camps - 2</u>	2 cabins	12
21. <u>EmKay Camp</u> Owner, c/o B. Taylor American Owned	1956	<u>Base Camp</u> Camping Lake	5 cottages	26
		<u>Outpost Camps</u>	None	
22. <u>Evergreen Lodge</u> Owner, Hylas Larocque & B. Taylor USA	1956	<u>Base Camp</u> Lac Seul, Goldpines area	6 cottages	26
		<u>Outpost Camps - 1</u>	1 cabin	8
23. <u>Sydney Lake Lodge</u> Owner, J.A. Fahlgren Cochenour		<u>Base Camp</u> Sydney Lake	4 cottages	16
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
24. <u>Fishermans Cove</u> Owner, D & B Denzler Proctor, Minnesota		<u>Base Camp</u> Lac Seul	9 cottages 6 serviced campsites	36
		<u>Outpost Camps</u>	None	
25. <u>Gammon Lake Camp</u> Owner, c/o R. Landergott Cedar Rapids, Iowa		<u>Base Camp</u> Operates more as private camp	3 cabins	15
		<u>Outpost Camps</u>	None	
26. <u>Golden Eagle Resort</u> Owner, L. Anderson & R. Ory Ear Falls		<u>Base Camp</u> Swain Lake	4 cottages	16
		<u>Outpost Camps</u>	None	
27. <u>Golden Fawn Lodge</u> Owner, R. Buchler Ear Falls		<u>Base Camp</u> Lac Seul, Goldpines area	8 cottages	32
		<u>Outpost Camps</u>	None	
28. <u>Goose Bay Camps</u> Owner, C. Langford Ear Falls		<u>Base Camp</u> Ear Falls area	9 cottages	35
		<u>Outpost Camps - 1</u> Nungesser Lake	1 cabin	6
29. <u>Green's Fly-In Camps</u> <u>and Airway</u> Owner, J. Green Red Lake		<u>Base Camp</u> Air base at Red Lake		
		<u>Outpost Camps - 4</u>	4 cabins	32
30. <u>Hanaway's Motel and</u> <u>Lac Seul Airways</u> Owner, T. Hanaway Manitoba		<u>Base Camp</u> Ear Falls To house fly-in camp guests only	Motel 6 units	12
		<u>Outpost Camps - 12</u>	12 cabins	72

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
31. <u>Hanson's Wilderness Lodge</u> Owner, C. Hanson Nestor Falls		<u>Base Camp</u> Crow Lake, Nestor Falls	(5 cabins)	(30)
		<u>Outpost Camps - 1</u>	1 cabin	7
32. <u>Hinterland Lodge</u> Owner, Jack Duncanson St. Boniface, Manitoba		<u>Base Camp</u> Deer Lake air base Longlegged Lake Resort	3 cabins Lodge	12
		<u>Outpost Camps - 1</u>	1 cabin	2
33. <u>Holiday on Latreille</u> Owner, W. Miller Stone Mountain, Georgia		<u>Base Camp</u>	2 cottages 8 rooms	28
		<u>Outpost Camps</u>	None	
34. <u>Holiday North Lodge</u> Owner, D. Stauffer Sheedah, Iowa		<u>Base Camp</u> Trout River, Ear Falls area	9 cottages Campground, 13 serviced sites	28
		<u>Outpost Camps</u>	None	
35. <u>Howey Bay Camps Ltd</u> Owner, B.N. Cheney Red Lake		<u>Base Camp</u> Howey Bay, Red Lake	9 cottages 6 campsites	30
		<u>Outpost Camps - 6</u>	6 cabins	38
36. <u>J&amp;J Tourism Camp</u> Owner, J. Szabo Red Lake		Burned out in 1980		
37. <u>Kabeelo Lodge</u> Owner, K. Lohn Prior Lake, Minnesota		<u>Base Camp</u> Confederation Lake	Lodge 14 cabins	30
		<u>Outpost Camps - 5</u>	5 cabins	35

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
38. <u>Keyamowan Lodge Outpost Cabins</u> Owner, C.L. Weyerhaeuser Chesterfield, Missouri		<u>Base Camp</u> Deer Lake	6 cottages	24
		<u>Outpost Camps - 3</u>	4 cabins	24
39. <u>Lac Seul Airways (Lac Seul Lodge)</u> Owner, T. Hanaway Ear Falls & Winnipeg, Manitoba		<u>Base Camp</u> Float base and Lac Seul Lodge	7 cabins	30
		<u>Outpost Camps - 4</u>	4 cabins	23
40. <u>Lang's Gullrock Bay Camp</u> Owner, Lang Macon, Missouri		<u>Base Camp</u> Gullrock Lake	13 cottages	50
		<u>Outpost Camps</u>	None	
41. <u>Little Beaver Lodge Ltd.</u> Owner, B. Leman Ear Falls		<u>Base Camp</u> Lac Seul	7 cabins	35
		<u>Outpost Camps - 4</u>	4 cabins	27
42. <u>Little Canada Lodge</u> Owner, G. Salmen Ear Falls		<u>Base Camp</u> English River	6 cottages	28
		<u>Outpost Camps</u>	None	
43. <u>Long Legged Lake Resort</u> Owner, W. Stalku Garcon, Manitoba		<u>Base Camp</u> Long Legged Lake	6 cottages Lodge	24
		<u>Outpost Camps - 2</u>	2 cabins	10
44. <u>Loon Haunt Lodge</u> Owner, W. Coppen Red Lake		<u>Base Camp</u> Goose Lake	4 cabins	20
		<u>Outpost Camps - 3</u>	3 cabins	12
45. <u>Mamakwash Camp</u> Owner, Green Airways Red Lake		<u>Base Camp</u> Mamakwash Lake	Lodge 5 cabins	25
		<u>Outpost Camps</u>	None	



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Red Lake District Cont'd</u>				
46. <u>Manitou Falls Camp</u> Owner, A. Schroeml Floral City, Florida		<u>Base Camp</u> English River & Hwy 804	5 cottages 15 serviced campsites	24
		<u>Outpost Camps - 2</u> Goose Lake Unexpected Lake	1 cabin 1 cabin	5 5
		Subtotal	2 cabins	10
47. <u>McLeod's Camp</u> Owner, G. McLeod Nestor Falls		<u>Base Camp</u> Lake of the Woods, Nestor Falls	(7 cabins)	(35)
		<u>Outpost Camps - 1</u>	2 cabins	10
48. <u>Northlander Camps</u> Owner, T. Cousineau McKenzie Island		<u>Base Camp</u> McCusker Lake	4 cabins	20
		<u>Outpost Camps - 1</u>	1 cabin	4
49. <u>Northland Motor Hotel</u> Owner, F. DeGagne Ear Falls		<u>Base Camp</u> Ear Falls	18 units	36
		<u>Outpost Camps</u>	None	
50. <u>North Spirit Lake</u> <u>Lodge</u> Owner, R. Nelson et al. Wausaukee, Wisconsin		<u>Base Camp</u> N. Spirit Lake North shore	10 cottages Lodge	32
		<u>Outpost Camps</u>	None	
51. <u>Nungesser Lodge</u> Owner, R. Gannon American Owned		<u>Base Camp</u> Nungesser Lake	7 cottages	30
		<u>Outpost Camps</u>	None	
52. <u>Ontario Fly-In Cabin-</u> <u>Posts Ltd</u> Owner, D. Penner, Bissett Airways Ltd. Bissett, Manitoba (Legal office Red Lake given as main office)		<u>Base Camp</u> Air base at Bissett, Manitoba		
		<u>Outpost Camps - 8</u>	8 cabins	40

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Red Lake District Cont'd</u>				
53. <u>Portage Bay Camp</u> Owner, K. Drake Lincoln, Nebraska		<u>Base Camp</u> English River & Hwy 804	6 cabins	38
		<u>Outpost Camps</u>	None	
54. <u>Poplar Point Resort</u> Owner, E. Brooks Red Lake		<u>Base Camp</u> Gullrock Lake	8 cabins	33
		<u>Outpost Camps</u>	None	
55. <u>Rich's Pakwash Camp</u> Owner, R. Wagner Red Lake		<u>Base Camp</u> Pakwash Lake	12 cottages	48
		<u>Outpost Camps</u>	None	
56. <u>Ross's Camps</u> Owner, W. Mosbeck Emo, Ontario		<u>Base Camp</u> Clearwater Lake, Emo area	(10 cabins)	(50)
		<u>Outpost Camps - 1</u>	1 cabin	4
57. <u>Sabourin Lake Lodge</u> Owner, R. Williams Winnipeg, Manitoba		<u>Base Camp</u> Sabourin Lake	8 cottages Lodge	40
		<u>Outpost Camps</u>	None	
58. <u>Sandy Beach Lodge Ltd.</u> Owner, R. Mitchell Belvedere, Illinois		<u>Base Camp</u> Trout Lake	8 cabins	40
		<u>Outpost Camps</u>	None	
59. <u>Showlter's Camp on Rowan Lake Ltd</u> Owner, E. Showlter Nestor Falls		<u>Base Camp</u> Rowan Lake, Nestor Falls area		
		<u>Outpost Camps - 3</u>	4 cabins	30
60. <u>Silander's Pakwash Camp</u> Owner, L. Silander Red Lake		<u>Base Camp</u> Pakwash Lake	9 cottages	38
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
61. <u>Silver Bark Camp</u> Owner, C. Emmel Bensonville, Illinois	1963	<u>Base Camp</u> Spoonbill Lake Started as outpost in 1963	6 cottages	24
		<u>Outpost Camps</u>	None	
62. <u>Snake Falls Camp</u> Owner, L. Rowe Chicago, Illinois		<u>Base Camp</u> Pakwash Lake	9 cottages	32
		<u>Outpost Camps</u>	None	
63. <u>Snake Falls Trader Camp</u> Owner, W. Jones Red Lake		<u>Base Camp</u> Snake Falls	Trailer park 8 serviced sites	
		<u>Outpost Camps</u>	None	
64. <u>South Bay Lodge</u> Owner, W.C. King Kenora		<u>Base Camp</u> Confederation Lake	8 cabins	36
		<u>Outpost Camps</u>	None	
65. <u>South Bay on Gullrock</u> Owner, M. Hopperstad Red Lake		<u>Base Camp</u> Gullrock Lake	Trailer park 47 serviced sites	
		<u>Outpost Camps</u>	None	
66. <u>South Trout Camp</u> Owner, A. Greary Red Lake		<u>Base Camp</u> Trout Lake	4 cottages	24
		<u>Outpost Camps</u>	None	
67. <u>Sportsman's Lodge</u> Owner, A. Greary Red Lake		<u>Base Camp</u> Eagle Lake	6 cottages	35
		<u>Outpost Camps - 3</u>	3 cabins	20
68. <u>Swain Post Camp</u> Owner, D.J. Anderson Fairbanks, Iowa		<u>Base Camp</u> Swain Lake	4 cabins	27
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Red Lake District Cont'd</u>				
69. <u>Timberlane Lodge</u> Owner, J. Kierr & C. Hootman Ear Falls	1947	<u>Base Camp</u> Lac Seul, Goldpines area	9 cabins 6 campsites	36
		<u>Outpost Camps</u>	None	
70. <u>Trillium Motel</u> Owner, D. Armstrong Ear Falls		<u>Base Camp</u> Ear Falls	39 units	60
		<u>Outpost Camps</u>	None	
71. <u>Trout Lake Lodge</u> Owner, A. Pisarski Richton Park, Illinois		<u>Base Camp</u> Trout Lake, Former commercial fishing camp	6 cottages	24
		<u>Outpost Camps</u>	None	
72. <u>Trout River Lodge</u> Owner, R. Heithoff Red Lake		<u>Base Camp</u> Hwy 105 & Trout River	13 cottages Lodge	50
		<u>Outpost Camps</u>	None	
73. <u>Van's &amp; Arnie's Red Lake Lodge</u> Owner, Pallisade, Colorado		<u>Base Camp</u> Red Lake & Hwy 105	8 cabins 6 campsites	30
		<u>Outpost Camps</u>	None	
74. <u>Viking Island Camps</u> Owner, A. Carlson Red Lake		<u>Base Camp</u> Douglas Lake	Lodge 5 cabins	21
		<u>Outpost Camps</u>	None	
75. <u>Viking Outpost Camps</u> Owner, H. Carlson Red Lake		<u>Base Camp</u>	See Viking Island Camps	
		<u>Outpost Camps - 11</u>	11 cabins	55
76. <u>Waldhof Bay Lodge</u> Owner, L. Colvin Waldhof		<u>Base Camp</u> Eagle Lake, Waldhof Bay	(7 cabins)	(35)
		<u>Outpost Camps - 1</u>	1 cabin	8



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Red Lake District Cont'd</u></b>				
77. <u>Weaver's Wilderness Camp</u> Owner, M. Weaver & G.A. Figura Spooner, Wisconsin		<u>Base Camp</u> Gullrock Lake	11 cottages	44
		<u>Outpost Camps</u>	None	
78. <u>Weir's Goldpines Camp</u> Owner, M & C Weir Vinton, Iowa		<u>Base Camp</u> Lac Seul	8 cabins	65
		<u>Outpost Camps</u>	None	
79. <u>Whistling Pines</u> Owner, S. Landon Toronto		<u>Base Camp</u> Ear Falls	7 cottages Not operating regularly	30
		<u>Outpost Camps</u>	None	
80. <u>White Wing Lodge</u> Owner, A. Dextraze & D. McDonald Ear Falls		<u>Base Camp</u>	5 cottages	25
		<u>Outpost Camps - 1</u> Christine Lake	1 cabin	6
81. <u>Wilderness Air</u> Owner, R. Robinson Vermilion Bay		<u>Base Camp</u> Air Base		
		<u>Outpost Camps - 2</u>	2 cabins	10 (est)
82. <u>Wilderness Tents &amp; R.V. Stormer Lake Camp</u> Owner, J. Dugash Red Lake		<u>Base Camp</u> Stormer Lake	Trailer park 24 unserviced sites	
		<u>Outpost Camps</u>	None	
83. <u>Woman Lake Lodge</u> Owner, Dan Beard Jonesboro, Arizona		<u>Base Camp</u> Woman Lake	Not licensed	
		<u>Outpost Camps</u>	None	
84. <u>Woman River Camp</u> Owner, L. Schultz Ear Falls		<u>Base Camp</u> Woman River	Lodge 5 cabins	28
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Red Lake District Cont'd</u>				
85. <u>Uchi Lake Lodge</u> Owner, S. Harrison & J. Helgasm		<u>Base Camp</u>	Lodge 4 cabins	23
		<u>Outpost Camps</u>	None	
<u>Subtotal Red Lake District</u>		<u>Base Camps</u> 70	504 units	2040
		Campgrounds 11	151 sites	-
		<u>Outpost Camps</u> 114		
		Cabin Camps 112	116 cabins	696
		Tent Camps 2		10
<u>Sioux Lookout District</u>				
1. <u>Abram Lake Camp</u> Owner, G.A. Baverstock & C.M. Fenelon Sioux Lookout	1977	<u>Base Camp</u> Abram Lake	3 cottages Campground 65 serviced sites	20 (est)
		<u>Outpost Camps</u>	None	
2. <u>Alantoni Outfitters</u> Owner, A. Pizziol & T. Small Sioux Lookout		<u>Base Camp</u> Lincoln Park	Trailer camp	
	1972	<u>Outpost Camps</u> - 2 Zarn Lake	1 cabin	6
	1979	Dominion Lake	1 cabin	4
		Subtotal	2 cabins	10
3. <u>Albany River Outfitters</u> Owner, R. Shetterly New Osnaburgh		<u>Base Camp</u> Operates store at Osnaburgh	None	
	1978	<u>Outpost Camps</u> - 2 Otoskwin Lake	1 cabin	4
	1980	Nanos Lake	1 cabin	4
		Subtotal	2 cabins	8
4. <u>Allanwater Bridge Lodge</u> Owner, B & J Jelinski South Bend, Indiana		<u>Base Camp</u> Kawaweogama Lake	4 cottages	24
		<u>Outpost Camps</u> - 1 Sessagamaga Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Sioux Lookout District Cont'd</u>				
5. <u>Andersons Camp</u> Owner, F. Fahlman Sioux Lookout	1956	<u>Base Camp</u> Abram Lake	10 cottages	50
	1963	<u>Outpost Camps - 2</u> Chamberlain	2 cabins	8
		Narrows	6 cabins	24
		Hooker Lake		
		Subtotal	8 cabins	32
6. <u>Big Vermilion Lodge</u> Owner, G. Bootham Sioux Lookout	1969	<u>Base Camp</u> Big Vermilion Lake	7 cottages	40
		<u>Outpost Camps - 1</u> Expanse Lake	1 cabin	5
7. <u>Bonny Bay Camp</u> Owner, B. Ogilvie Dryden		<u>Base Camp</u> Wabigoon Lake	See Dryden District	
		<u>Outpost Camps - 3</u> McVikar Lake	1 cabin	5
		Miniss Lake (West)	1 cabin	7
		Miniss Lake (East)	1 cabin	8
		Subtotal	3 cabins	20
8. <u>Bowman's Northland Lodge</u> Owner, B & S Bowman Hudson	1956	<u>Base Camp</u> Big Vermilion Lake	9 cottages	45
		<u>Outpost Camps</u>	None	
9. <u>Brownie's Fairview Camp</u> Owner, M. Brown Dinorwic		<u>Base Camp</u> Sandy Beach Lake	5 cottages Campground, 8 serviced and 8 un- serviced sites	25
		<u>Outpost Camps</u>	None	
10. <u>Camp Ojibway</u> Owner, R.E. Fahlman Sioux Lookout		<u>Base Camp</u> Chamberlain Narrows, Lac Seul Linked with Andersons camp	6 cabins	26
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Sioux Lookout District Cont'd</u>				
11. <u>Canada North Lodge</u> Owner, M. Hoffman Effingham, Illinois		<u>Base Camp</u>	See Red Lake District	
	1977	<u>Outpost Camps - 3</u> Cornfield Lake	1 tent camp	10
	1977	Nabimina Lake	1 tent camp	10
	1977	Tutu Lake	1 tent camp	10
		Subtotal	3 tent camps	30
12. <u>Cat Track Lodge</u> Owner, Dail Staimbrook Savant Lake		<u>Base Camp</u> Savant Lake	See Nipigon District	
	1973	<u>Outpost Camps - 3</u> Savant Lake	1 cabin	4
	1978	Jabez Lake	1 cabin	4
	1978	Little Savant Lake	1 cabin	4
		Subtotal	3 cabins	12
13. <u>Central Air Transport</u> Owner,		<u>Base Camp</u> Pickle Lake satellite air base Main base, Sioux Lookout		
	1971	<u>Outpost Camps - 1</u> North Caribou Lake Sublet to Central Patricia Outfitters	2 cabins	13
14. <u>Central Patricia Outfitters</u> Owner, E. Bottomfield Central Patricia		<u>Base Camp</u> Float plane base at Dona Lake		
		<u>Outpost Camps - 10</u>		
	1976	Assin Lake	1 tent camp	10
	1976	Forester Lake	1 cabin	6
	1976	Markop Lake	1 cabin	4
	1976	Neawagank Lake	1 cabin	9
	1976	North Caribou Lake	1 cabin	9
	1976	Opapimiskan Lake	1 cabin	6
	1976	Pipestone Lake	1 tent camp	10
	1976	Skinner Lake	1 cabin	6
	1976	Wastayanipi Lake	1 cabin	6
	1978	Cannon Lake	1 cabin	4
		Subtotal	8 cabins 2 tent camps	50 20



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Sioux Lookout District Cont'd</u>				
15. <u>Donnelly's Minitaki Lodge</u> Owner, F. Donnelly Sioux Lookout	1956	<u>Base Camp</u> Minitaki Lake	8 cabins Campground, 12 serviced sites	33
	1966	<u>Outpost Camps - 1</u> Keikewabik Lake	1 cabin	4
16. <u>Deerpath Lodge</u> Owner, I. Klima Sioux Lookout	1951	<u>Base Camp</u> Big Vermilion Lake	6 cabins	28
		<u>Outpost Camps</u>	None	
17. <u>Ferring's Enterprises</u> Owner, B & C Ferring Thunder Bay		<u>Base Camp</u> Air base, Mattice Lake	See Nipigon District	
	1974	<u>Outpost Camps - 1</u> Shabuskwil Lake	2 cabins	10
18. <u>Fireside Lodges &amp; Camps</u> Owner, I & M Fivek Sioux Lookout	1957	<u>Base Camp</u> Little Vermilion Lake	6 cabins Lodge, 4 rooms	28 10
		<u>Outpost Camps</u>	None	
19. <u>Fishermans Cove</u> Owner, D & B Denzler Proctor, Minnesota		<u>Base Camp</u> Lac Seul	See Red Lake District	
	1975	<u>Outpost Camps - 1</u> Sunlight Lake	1 cabin	4
20. <u>Flint Landing Camp</u> Owner, D. Gish South Bend, Indiana		<u>Base Camp</u> Heathcote Lake	3 cottages 2 cabins	25
	1967	<u>Outpost Camps - 1</u> Heathcote Lake	1 cabin	5

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Sioux Lookout District Cont'd</b>				
21. Frog Rapids Camp Ltd Owner, L. Bower Sioux Lookout	1956	Base Camp Pelican Lake	19 cottages	82
	1965	Outpost Camps - 2 Sturgeon River	1 cabin	6
	1970	Zarn Lake	2 cabins	12
		Subtotal	3 cabins	18
22. Ghost River Camp Owner, A & D Kartingen Sioux Lookout		Base Camp Marchington Lake	6 cottages	40
		Outpost Camps	None	
23. Hidden Bay Lodge Owner, K. Renike Jr. Illinois (Part owner and manager of Pine Air)	1956	Base Camp Abram Lake	7 cottages Lodge	30
	1975	Outpost Camps - 4 Blackstone Lake	1 cabin	6
	1975	Chamberlain Narrows	1 cabin	6
	1978	Armit Lake	1 cabin	4
	1981	Miniss Lake	1 cabin	6
		Subtotal	4 cabins	22
24. Ignace Airways Owner, R. Dowhy Ignace		Base Camp Float plane base, Agimat Lake, Ignace	See Ignace District	
	1973	Outpost Camps - 2 Flindt Lake	1 cabin	6
	1979	Clear Lake	1 cabin	6
		Subtotal	2 cabins	12
25. Kabeelo Lodge Owner, K. Lohn Prior Lake, Minnesota		Base Camp	See Red Lake District	
		Outpost Camps - 8		
	1976	Allison Lake	2 cabins	8
	1976	Unnamed Lake	2 cabins	10
	1977	Brokenmouth Lake	1 cabin	5
	1978	Brownstone Lake	1 cabin	4
	1978	Deaddog Lake	1 cabin	5
	1978	Gitchie Lake	1 cabin	8
	1978	Seagrave Lake	1 cabin	6
	1978	Wakeman Lake	2 cabins	9
		Subtotal	11 cabins	55

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Sioux Lookout District Cont'd</b>				
26. Knobby's Fly-In Camps Owner, Glen Clark & J. Chyr Sioux Lookout		Base Camp		
		Air base for Slate Falls Air Service		
		Outpost Camps - 19		
	1967	Carling Lake	1 cabin	8
	1968	Otatakan Lake	1 cabin	6
	1968	Roadhouse Lake	1 cabin	7
	1968	Root Lake	1 cabin	4
	1968	Seagrave Lake	1 cabin	7
	1968	Wapesi Lake	1 cabin	8
	1969	Tully Lake	1 cabin	4
	1971	Kinloch Lake	1 cabin	10
	1971	Wapesi Lake	1 cabin	8
	1973	Kezik Lake	2 cabins	14
	1973	Wesleyan Lake	1 cabin	7
	1973	Wright Lake	1 cabin	6
	1978	Bamaji Lake	1 cabin	8
	1978	Dobie Lake	1 cabin	6
	1978	Fawcett Lake	1 cabin	8
	1978	Gull Lake	1 cabin	9
	1978	Kapikik Lake	1 cabin	7
	1978	Kezik Lake	1 cabin	10
	1978	North Bamaji Lake	4 cabins	19
		Subtotal	23 cabins	156
27. Lac Seul Airways Owner, T. Hanaway Ear Falls		Base Camp	See Red Lake	
		Air base at Lac Seul	District	
		Outpost Camps - 6		
	1973	Carillon Lake	1 cabin	6
	1973	Jeanette Lake	1 cabin	5
	1973	Kamungishkamo Lake	1 cabin	6
	1973	Springpole Lake	1 cabin	8
	1977	Richardson Lake	1 cabin	6
	1979	Seskinaga Lake	1 cabin	10
		Subtotal	6 cabins	41
28. Little Beaver Lodge Owner, B. Lehman Ear Falls		Base Camp	See Red Lake	
		Lac Seul	District	
		Outpost Camps - 9		
	1971	Bertha Lake	1 cabin	6
	1971	Ruddy Lake	1 cabin	6
		Nabimina Lake Newlove Lake Pesme Lake	tent camps	12

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Sioux Lookout District Cont'd</u>				
28. <u>Little Beaver Lodge</u> <u>Continued</u>		<u>Outpost Camps - 9</u>		
	1975	Carillon Lake	1 cabin	10
	1975	Kamungishkamo Lake	1 cabin	8
	1976	Jeannette Lake	1 cabin	10
	1976	Margaret Lake	1 cabin	6
		Subtotal	6 cabins 3 tent camps	46 12
29. <u>Mackenzie's Red Pine</u> <u>Camp</u> Owner, T. Small Sioux Lookout		<u>Base Camp</u> Abram Lake	9 cottages	24
		<u>Outpost Camps - 2</u>		
	1975	Tuktegweik Lake	1 cabin	4
	1977	Adamhay Lake	1 cabin	6
		Subtotal	2 cabins	10
30. <u>Moosehorn Lodge Ltd.</u> Owner, G. Schaub	bought	<u>Base Camp</u>		
	1949	Pelican Lake	8 cottages Lodge	40
		<u>Outpost Camps - 5</u>		
	1953	Vermilion River	1 cabin	6
	1954	Tully Lake	1 cabin	8
	1968	Highstone Lake	1 cabin	4
	1968	Maskara Lake	1 cabin	6
	1977	Raggedwood Lake	1 cabin	7
		Subtotal	5 cabins	31
31. <u>Moonlight Falls Camp</u> Owner, T & P Rarick Sioux Lookout		<u>Base Camp</u> Pickerel Arm, Lake Minitaki	6 cabins	20
		<u>Outpost Camps</u>	None	
32. <u>North Albany Lodge</u> Owner, S & J Payne Fort Frances		<u>Base Camp</u> Pashkokogan Lake	7 cottages	35
	1969	<u>Outpost Camps - 1</u> McCrea Lake	1 cabin	5



MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Sioux Lookout District Cont'd</u></b>				
33. <u>Northern Wilderness Outfitters</u> Owner, B. Lavigne Fort Frances	1978	<u>Base Camps</u>  <u>Outpost Camps - 1</u> Tew Lake	None  1 cabin	8
34. <u>North Star Lodge</u> Owner, James Tennant Sioux Lookout		<u>Base Camp</u> Kirk Lake  <u>Outpost Camps</u>	4 cabins  None	15
35. <u>Northumbrian Resort</u> Owner, D. Brunton Sioux Lookout		<u>Base Camp</u> Abram Lake  <u>Outpost Camps - 1</u> Wapesi Lake	10 cottages  1 cabin	40  9
36. <u>Onaway Lodge</u> Owner, E. Bousfield Perrault Falls	1971 1971	<u>Base Camp</u> Lac Seul  <u>Outpost Camps - 2</u> Brechin Bay Lac Seul West	See Red Lake District  2 cabins 1 cabin	8 10
		Subtotal	3 cabins	18
37. <u>Patricia Fly-In Camps</u> Owner, D. Bass & R. Edwardson Sioux Lookout	1972 1977 1977 1978 1978 1978 1978 1978 1978 1979	<u>Base Camp</u> Trapper Lake  <u>Outpost Camps - 9</u> Lynxpaw Lake Arc Lake Root Bay Carling Lake Coles Lake Lowry Lake Trapper Lake Williams Lake Morris Lake	See Red Lake District  1 cabin 1 cabin 1 cabin 1 cabin 1 cabin 1 cabin 2 cabins 1 cabin 1 cabin	4 5 4 5 6 4 10 5 8
		Subtotal	10 cabins	51
38. <u>Pickereel Arm Camp</u> Owner, R & J Edwardson Sioux Lookout	1961 1969 1974	<u>Base Camp</u> Minitaki Lake  <u>Outpost Camps - 9</u> Tuktegeweik Bay Kabikwabik Lake Kabikwabik Lake	16 ca'ins  1 cabin 1 cabin 1 cabin	65  8 6 4

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b>Sioux Lookout District Cont'd</b>				
38. <u>Pickerel Arm Camp</u> Continued	1975	<u>Outpost Camps - 9</u> Otatakan Lake	1 cabin	8
	1977	Little Miniss Lake	1 cabin	8
	1980	Fawcett Lake	1 cabin	6
	1980	Spring Pole Lake	1 cabin	6
	1980	Wapesi Lake	1 cabin	4
	1981	Blackstone Lake	1 cabin	7
		Subtotal	9 cabins	57
39. <u>Pickle Crow Outfitters</u> Owner, J. Leutschaft Central Patricia		<u>Base Camp</u> Float plane base in Little Torp Lake		
	1970	<u>Outpost Camps - 3</u> Bow Lake	1 cabin	4
	1978	Wettlaufer Lake	1 cabin	4
	1979	Lucky Lake	1 cabin	4
		Subtotal	3 cabins	12
40. <u>Pine Cliff Camp</u> (formerly Big Sand Camp) Owner, J & S Zintnicks Dryden	1950	<u>Base Camp</u> Sandy Beach Lake	8 cabins	36
		<u>Outpost Camps</u>	None	
41. <u>Pine Grove Motel and Camp</u> Owner, R. Mumford Vermilion Bay		<u>Base Camp</u> Eagle Lake, Vermilion Bay	5 cottages Lodge - 6 rooms	37 (est)
	1975	<u>Outpost Camps - 2</u> Glace Lake	1 cabin	4
	1977	Co-Pilot Lake	1 cabin	8
		Subtotal	2 cabins	12
42. <u>Ross Woods Camp</u> Owner, Ross Woods Pickle Lake		<u>Base Camp</u>	None	
	1978	<u>Outpost Camps - 1</u> Napier Lake	1 cabin	6
43. <u>Rusty Myer's Fly-In Service</u> Owner, E.R. Myers Fort Frances		<u>Base Camp</u> Air base at Fort Frances		
	1968	<u>Outpost Camps - 1</u> Wilkie Lake	1 cabin	6

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<u>Sioux Lookout District Cont'd</u>				
44. <u>Scout Lake Camp</u> Owner, H. Yoachum Perrault Falls	1974	<u>Base Camp</u> Lac Seul	9 cottages 6 campsites	36
		<u>Outpost Camps - 1</u> McKenzie Bay, Lac Seul	1 cabin	10
45. <u>Silver Waterwheel Lodge</u> Owner, S. Egolfson Dryden	1975	<u>Base Camp</u> Lac Seul	See Dryden District	
		<u>Outpost Camps - 1</u> Vaughan Lake	1 cabin	8
46. <u>Sioux Lodge</u> Owner, J. Weaver, J. Gubbard & C. Breasted Alcaster, S. Dakota		<u>Base Camp</u> Abram Lake	6 cottages Small lodge	30
		<u>Outpost Camps</u>	None	
47. <u>Sportsman Outfitters</u> Owner, N. Smith Nakina	1977	<u>Base Camp</u> Smooth Rock Lake	See Geraldton District	
		<u>Outpost Camps - 1</u> Gremon Lake	1 cabin	6
48. <u>Stewart Lake Lodge</u> Owner, W. Krolyk Vermilion Bay		<u>Base Camp</u> Stewart Lake Motel	(5 units)	(12)
		<u>Outpost Camps - 6</u>		
		Aerial Lake	1 cabin	6
		Bertrand Lake	1 cabin	7
		Gage Lake	1 cabin	5
		Hailstone Lake	1 cabin	6
		Jubilee Lake	1 cabin	7
		Papaonga Lake	2 cabins	12
		Subtotal	7 cabins	43
49. <u>Tikinagan Camp</u> Owner, C. Chappel Sioux Lookout		<u>Base Camp</u> Abram Lake	6 cottages	30
		<u>Outpost Camps</u>	None	
50. <u>Timber Edge Camp</u> Owner, R & M Lodge		<u>Base Camp</u> Minitaki Lake	9 cabins	45
		<u>Outpost Camps</u>	None	

MNR District, Facility and Ownership	Year Estab.	Location	Facilities	Capacity
<b><u>Sioux Lookout District Cont'd</u></b>				
51. <u>Waldhof Bay Lodge</u> Owner, L. Colvin Waldhof, Ontario		<u>Base Camp</u> Eagle Lake	See Dryden District	
	1973	<u>Outpost Camps - 2</u> Upper Wapesi Lake	2 cabins	10
	1979	Dorothy Lake	1 cabin	7
		Subtotal	3 cabins	17
52. <u>West Point Cove</u> Owner, N & M Otto Sioux Lookout		<u>Base Camp</u> Pelican lake	5 cottages	28
	1972	<u>Outpost Camps - 3</u> Churchill Lake	1 cabin	7
	1973	St. Raphael Lake	2 cabins	6
	1979	Littleford Lake	1 cabin	7
		Subtotal	4 cabins	20
53. <u>Wilderness Air</u> Owner, R. Robinson Vermilion Bay		<u>Base Camp</u> Vermilion Bay	See Dryden District	
	1974	<u>Outpost Camps - 1</u> Pilot Lake	1 cabin	7
54. <u>Winoga Lodge</u> Owner, E. Mansfield Sioux Lookout		<u>Base Camp</u> Abram Lake	7 cabins	25
	1980	<u>Outpost Camps - 1</u> Raggedwood Lake	1 cabin	4
<b><u>Subtotal Sioux Lookout District</u></b>		<u>Base Camps</u> 29 Campgrounds 4 <u>Outpost Camps</u> 135 Cabin Camps 127 Tent Camps 8	226 units 99 sites 148 cabins	1,012  869
<b>TOTAL NORTH OF 50°</b>		<u>Base Camps</u> 184 Campgrounds 27 <u>Outpost Camps</u> 486 Cabin Camps 431 Tent Camps 55	1,355 units 438 sites 477 cabins	5,812  2,733 269

Source: Ministries of Tourism and Recreation and Natural Resources, District Offices



## APPENDIX B



## APPENDIX B

### AN APPROACH FOR THE PLANNING AND IMPLEMENTATION OF A SNOWMOBILE PACKAGE TOUR IN THE MOOSONEE - FORT ALBANY AREA\*

#### BACKGROUND

##### Popularity and Impact of Snowmobiling

Snowmobiling, the third fastest growing sport in America, is now a major winter outdoor recreation and tourist activity with more than ten million participants in Canada and the United States. One in every twenty-nine Americans and one in every eight Canadians is a snowmobiler.<sup>1</sup>

The economic impact of snowmobiling is substantial. Canadian and American snowmobilers spend about \$1.8 billion on the sport annually, on equipment, clothing, accessories, travel, and vacationing. About 110,000 jobs are generated for North Americans, and approximately \$85 million in sales and gas tax revenues are received by provinces and states. The economies of some declining rural areas have been rejuvenated by snowmobiling, and a profitable second major season has been added to many established resort centres. Guided package tours for vacationing snowmobilers now are available at Yellowstone, Jackson Hole, and Reno/Lake Tahoe and in Quebec province. Adventure tours have been or are being developed in many parts of the world, including Alaska and Chile. The fraternity of snowmobilers is now international.

##### Prospects for the Tidewater Region

The Tidewater region of Ontario North of 50° has physical and cultural attributes favourable for the development of snowmobile package tours (snowmobile safaris) in March and April that would have a wide market appeal. These supply foundations are sufficiently strong to support exclusive and more expensive adventure tours, as well as more moderately priced packages designed to penetrate the middle market segment of the snowmobiling fraternity.

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\* This appendix is a paper prepared for the Royal Commission on the Northern Environment by W.M. Baker in December 1979. The paper illustrates an approach towards establishing the feasibility of individual tourism projects that appear to offer promise.

<sup>1</sup> *Snowmobile Fact Book*, International Snowmobile Industry Association, 1800 M Street, NW, Suite 850 South, Washington, D.C. 20036, 1978.

The limited evidence available to date suggests that the development of snowmobile touring in the Moosonee - Fort Albany area could generate sorely needed employment and income from activities directly associated with the operation. Other opportunities, too, could arise. For example, handicrafts designed to meet snowmobilers' requirements could be readily developed by native people, and a highly profitable export "line" designed specifically for snowmobilers might be marketed across Canada and the United States and possibly in Europe.

### Local Interest

Discussions have been held over the past several years with respect to the stimulation of tourist snowmobiling in the Moosonee area. Some catalytic initiative is apparently required in order to draw the attention of the North American and European communities of snowmobilers to the attractiveness and reasonable accessibility of the Tidewater region during the spring season and, above all, to introduce local entrepreneurial groups and native people to the intricacies of tour development, promotion, and marketing. In effect, the initiative discussed in this paper would be a timely thrust.

While attention is focused here on the Tidewater region, it is apparent that the northwestern and central portions of the Shield in Ontario North of 50° also possess attractive potentials for the development of commercial snowmobile tours.

### Report Format

The initiative is first described in general terms. A more specific technical and operational statement of the nature of the scheme follows. Tentative marketing, administrative, and financial plans are then presented. This set of plans, together with the descriptive material, can be considered to represent a starting point for the preparation of a prospectus that can be used in approaches to potential participants.

### Tentative Nature of the Presentation

The material that follows is intended to provide general indications of the nature of the initiative and the possibilities for implementing it. There is a considerable element of option in the detail of presentation. The most suitable combination of elements and procedures can be decided on only after there has been further discussion with prospective sponsors and organizers.



## GENERAL DESCRIPTION OF THE INITIATIVE

### Nature and Objectives

The initiative would involve the organization, marketing and conduct of one or more inaugural snowmobile package tours in the Moosonee - Fort Albany area in order to:

- promote the Tidewater region of Ontario as a major late winter or early spring outdoor recreation adventure destination for the American, Canadian and European snowmobiling fraternity;
- introduce local native and non-native entrepreneurs to the full range of cooperative efforts required to exploit the opportunity present.<sup>2</sup>

The initiative is designed to provide that catalytic organization and promotion stimulus necessary for the development of winter recreational tourism activity in this northern frontier area of Ontario. More broadly, it could be considered to represent the inaugural thrust for snowmobile package tour development throughout all of Ontario North of 50°, providing the extra push needed to start the wheels in motion.

The proposed initiative would involve and benefit a wide spectrum of the socio-economic structure of the region, including the Ontario Northland Railway, the accommodation, food, and beverage industry of Moosonee, and the native community through the sale of handicrafts, guiding, and the provision of organized entertainment at Moose Factory and Fort Albany. The initiative could thus make a significant contribution to regional development. It would call for a cooperative effort on the part of government agencies, including the federal Department of Indian Affairs and Northern Development and the provincial ministries of Natural Resources, Northern Affairs, and Tourism and Recreation. Moreover, it would require the participation of several regional and local tourism promotion and development organizations, among them the James and Hudson Bay Tourist Outfitters and Guiding Association recently established by Indians.

### The Question of Liability

With respect to travel on commercial carriers and stays in commercial accommodation, liability insurance carried by these enterprises would apply. With respect to the snowmobile tour operations, the

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<sup>2</sup> While the discussion centres exclusively on snowmobiling, it is recognized that there are opportunities for cross-country skiing that could be exploited almost automatically following the development of the snowmobile market.

situation would be similar to that prevailing for goose hunting camps; in effect, any person taking part in a snowmobile safari would be doing so at his own risk for loss or injury to persons or property. No responsibility would be borne by any private or government agency for expenses incurred due to unforeseen delays, sickness, weather, negligence, or any other cause. The organizer of the safari would reserve the right to alter routes and timetables, itineraries and accommodations to meet the emergency situations and unforeseen problems of travel that are not uncommon in this northern frontier area.

On the other hand, the tour would be well conducted and supervised so that hazards would be reduced to a minimum. All participants would be expected to follow the instructions of the trail master for the tour.

#### TECHNICAL AND OPERATIONAL PLAN

The following plan is essentially illustrative and is intended to provide a general indication of the nature of the initiative and a framework for its elaboration and refinement. Discussion should lead to identification of many novel ideas with a distinct local flavour.

The initiative covers both a full-scale snowmobile safari between Moosonee and Fort Albany and less strenuous tours in the area near Moosonee and Moose Factory. All participants would be required to make their own arrangements to the starting point of the tour at North Bay, Cochrane, or perhaps Toronto. Trains of Via Rail leave Toronto daily at 12:50 noon, arriving at North Bay at 11:05 p.m. There is an excellent road network and air service to North Bay. Most participants would transport their own snowmobiles to Moose River Crossing. However, it might be possible to rent snowmobiles from the test range at Kapuskasing. Each participant would receive a marker to attach to his vehicle as a memento of the trip.

The safari from Moosonee to Fort Albany would be limited to 20 to 25 snowmobiles and 40 to 50 snowmobilers, the maximum that could be handled conveniently. All participants would have to be experienced distance travellers with appropriate equipment and machines in good running order.

An additional 25 to 30 snowmobiles and 50 to 60 snowmobilers could be accommodated in the Moosonee and Moose Factory area. This group would travel on the same train directly to Moosonee and would engage in a snowmobile program based there over a three- or four-day period. The snowmobiling would be less strenuous, but nevertheless rewarding and entertaining. Snowmobiles might be made available for rental to this group.

The following schedule is illustrative only and intended for discussion purposes.

### Day 1, Night 1

This could involve travel by the "Ontario Northland Railway Inaugural Snowmobile Special" from North Bay (or possibly Cochrane or Toronto) to Moose River Crossing. Alternatively, it might involve only a night trip from Cochrane.

In any event, the overnight rail trip would be an integral part of the package in that it would:

- (i) transport 90 to 110 snowmobilers and their 45 to 55 snowmobiles at costs of \$133 return per person and \$120 return per 600-pound snowmobile, or a total cost of \$253 (1979); a reduced group fare could possibly be arranged;
- (ii) present an educational, instructional, and entertainment package that might include:
  - slides, movies, and talks by officials of the Ministry of Natural Resources and the Ministry of Northern Affairs and by local Indian leaders about the nature of the Tidewater region of Ontario;
  - instructions with regard to the operational rules of the snowmobile safari, presented by the Ministry of Natural Resources;
  - entertainment paid for by the snowmobile manufacturing company sponsoring the tour (bar, midnight buffet, music).

### Day 2, Night 2

Day 2 would involve the snowmobile trip from Moose River Crossing to Moosonee, approximately 50 miles down river. Gasoline for the trip would be carried on the train or cached earlier at Moose River Crossing. Indian guides and the tour trail master would have already established the route and laid out lunch stops with firewood.

Hotels in Moosonee would provide an entertainment program in the evening, meals, and overnight accommodation.



### Day 3, Night 3

The party would take a snowmobile tour of the James Bay Lowlands near Moosonee, eat an outdoor lunch, and participate in an interpretive program.

In the evening, the party would take a torch-light snowmobile trip to Moose Factory, where a light meal and entertainment would be provided and handicrafts would be available for sale. The party would spend the night at hotels in Moosonee.

### Days 4 and 5, Nights 4 and 5

This period would be devoted to the safari to Fort Albany and to local travel near Fort Albany. Interpretive programs would be offered. Meals would be taken in the old school cafeteria. Accommodation might be made available in the old school dormitory, in facilities of the Department of Indian Affairs and Northern Development, or in the Roman Catholic Mission.

### Day 6, Night 6

The party would return to Moosonee, where it would be provided with meals, entertainment in the evening, and overnight accommodation at hotels.

### Day 7

The party would return by rail to Cochrane, with some participants perhaps proceeding on to Toronto.

## **THE MARKET PLAN**

A number of options are to be considered in the development of an approach to marketing, each having its particular advantages and disadvantages. These are summarized under the two broad approaches briefly outlined below.

The Tourism Marketing Branch of the Ontario Ministry of Tourism and Recreation might well assume a significant leadership role and perhaps the prime responsibility for promotion. While this may represent a departure from normal procedures, this agency has the contacts and skills required to execute the work. In addition, it appears desirable that the federal government's Office of Tourism be involved in the international marketing of the snowmobile tours in Europe and Japan in subsequent years.



### Approach 1: Marketing by a Snowmobile Manufacturing Company

A snowmobile manufacturing company, such as Bombardier at Valcourt, Quebec, might sponsor the tour and assume responsibility for the entire marketing operation. In this case, the opportunity to participate in the tour would probably be limited to members of the snowmobile clubs and/or dealer organizations supported by the company. A tour of this type would be essentially a promotional scheme structured to meet the needs of the company. A film would probably be prepared for sales distribution purposes. Nevertheless, such an effort could have enormous promotional value for the Tidewater region of Ontario.

It is equally possible that the snowmobile manufacturing company involved would prefer to play a supportive role. It might offer the tour to a membership club that it sponsors, but a club would not be the exclusive booking agent.

About five major snowmobile manufacturing companies account for 95 per cent of the vehicles sold in North America, and their sales distribution is world-wide. These include Arctic Enterprises Incorporated, Thief River Falls, Minnesota; Deere and Company, Moline, Illinois; Kawasaki Motors Corporation USA, Santa Ana, California; Yamaha Motor Company Ltd., Shizuoka, Japan; and Bombardier Ltd., Valcourt, Quebec. The Canadian company should probably be offered the first opportunity to participate in this initiative. However, the concept of operations in a rugged northern environment might also appeal strongly to the American manufacturers as an ideal promotional device.

### Approach 2: Marketing by the Ministry of Tourism and Recreation as a Regional Development Initiative

Following this approach, the Tourism Marketing Branch of the Ontario Ministry of Tourism and Recreation would assume full responsibility for the preparation and implementation of the market plan, working in close cooperation with the Indian Tourism Outfitters Association of the Tidewater Region, the Moosonee Chamber of Commerce, and possibly the Cochrane - Timiskaming Travel Association, as well as with a selected sponsoring snowmobile manufacturer. The objectives would be to promote the inaugural tour and to educate local groups in marketing procedures.

The tour could be advertised in *Snowtrack* (Market Communications Incorporated, 225 E. Michigan, Milwaukee, WI 53202; published September, October, November, December, January/February, March/April). The *Snowmobile Industry and Support Newsletter*, which reaches a wide spectrum of the snowmobiling fraternity, is another promotional medium (International Snowmobile Industry Association, Suite 850 South, 1800 M Street NW, Washington, D.C. 20036). Early contact with this group in the development of marketing arrangements would be highly desirable, for its knowledge of the national and international snowmobile market field is very extensive.

## THE ADMINISTRATIVE PLAN

The administrative details would be completed after further discussion of the initiative with northern interest groups in Moosonee, Fort Albany and Moose Factory. It is clear, however, that a strong supportive role from the Ministry of Natural Resources in field operations will be required.

A list of contacts in agencies and businesses that could be profitably involved in elaboration or implementation of various aspects of the snowmobile tour concept is presented below. Those marked with an asterisk were interviewed by telephone during the course of this study.

### Government

#### A. Provincial

##### 1. Ministry of Northern Affairs

Assistant Deputy Minister  
Northeastern Regional Office  
421 Bay Street - Suite 301  
Sault Ste. Marie, Ontario  
P6A 1X3  
Tel. (705) 942-0100

\*Senior Development Officer  
Northeastern Regional Office  
421 Bay Street - Suite 301  
Sault Ste. Marie, Ontario  
P6A 1X3  
Tel. (705) 942-0100

\*Senior Economist  
Program Planning Branch  
10 Wellesley Street East  
Toronto, Ontario  
M4Y 1G2  
Tel. (416) 965-1669

##### 2. Ministry of Natural Resources

Director  
Northern Region  
140 Fourth Avenue, Box 3000  
Cochrane, Ontario  
P0L 1C0  
Tel. (705) 272-4287

\*Resource Development Officer  
Northern Region  
140 Fourth Avenue, Box 3000  
Cochrane, Ontario  
POL 1C0  
Tel. (705) 272-4291

\*District Manager  
Box 190  
Moosonee, Ontario  
POL 1Y0  
Tel. (705) 336-2987

3. Ministry of Tourism and Recreation

\*Manager, Travel, Trade & Convention Services  
Tourism Marketing Branch  
Hearst Block - Queen's Park  
Toronto, Ontario  
Tel. (416) 965-9991

B. Federal

1. Department of Indian Affairs and Northern Development

\*Economic Development  
Indian & Eskimo Affairs Program  
Ontario Regional Office  
55 St. Clair Ave. East  
Toronto, Ontario  
Tel. (416) 966-6224

\*Manager, James Bay District Office  
P.O. Box 430  
Moose Factory, Ontario  
POL 1W0  
Tel. (705) 658-4595

Field Officer  
James Bay District Office  
P.O. Box 430  
Moose Factory, Ontario  
POL 1W0  
Tel. (705) 658-4595

2. Department of Industry, Trade & Commerce:  
Canadian Government Office of Tourism

Director, Market Development  
235 Queen Street  
Ottawa, Ontario  
K1A 0H5  
Tel. (613) 992-4134

Indian Bands

Chief, Fort Albany Band  
Via Moosonee, Ontario  
POL 1Y0  
Tel. (705) 278-3375

Chief, Kashechewan Reserve  
General Delivery  
Kashechewan, Ontario  
POL 1H0

Chief, Moose Factory Reserve  
POL 1W0  
Tel. (705) 658-4619

Private Business

1. Moosonee

Secretary, Board of Trade  
P.O. Box 41  
Moosonee, Ontario

Owner  
Moosonee & Polar Bear Lodges  
11 Bethridge Road  
Rexdale, Ontario  
M9W 1M6  
Tel. (416) 743-6287

Chairman  
Moosonee Tourism Committee

2. Regional Tourism Organizations

Chairman, James and Hudson Bay Tourist Outfitters and  
Guiding Association  
Moose Factory, Ontario  
POL 1W0  
Tel. (705) 658-4693



### 3. Transportation

#### Ontario Northland Railway

\*Sales Manager, Marketing  
805 Bay Street  
Toronto, Ontario  
M5S 1Y9  
Tel. (416) 965-6388

\*Senior Director of Marketing  
195 Regina Street  
North Bay, Ontario  
P1B 8L3  
Tel. (705) 472-4500 - Local 265

#### VIA Rail

\*Deputy Vice President  
20 King Street West - 5th Floor  
M5H 1C4  
Tel. (416) 868-7200

### 4. Snowmobile Industry

President  
Bombardier M-L-W Ltd.  
800 Dorchester Street W  
Montreal, Quebec  
H3B 1K9  
Tel. (514) 861-9481

Bombardier Industrial Division  
Valcourt, Quebec  
JOE 2L0  
Tel. (514) 532-2211

President  
International Snowmobile Industry Association  
Suite 850 South  
1800 M Street NW  
Washington, D.C. 20036  
Tel. (202) 331-8484

Secretary  
International Snowmobile Tourism Council  
Suite 850 South  
1800 M Street NW  
Washington, D.C. 20036

## THE FINANCIAL PLAN

The details of the financial plan would be developed after sufficient interest has been displayed by the local interests in the Tidewater region to justify the efforts required. Such a plan would include a clear statement of supplier costs to the various agencies involved in the development and operation of the tour, costs to the snowmobilers participating in the tour, and expected profits for various sectors of the local Indian and non-native participant business enterprises.















